DOCUMENT RESUME

ED 031 326 80 RC 003 514

Designing Education for the Future: An Eight State Project. Final Report.
New Mexico State Dept. of Education, Santa Fe.
Spons Agency-Office of Education (DHEW), Washington, D.C.
Pub Date Jun 69
Note-292p.
EDRS Price MF-$1.25 HC-$14.70
Descriptors-Cooperative Planning, Educational Coordination, Educational History, Educational Needs, *Educational Planning, Governance, Policy Formation, Projects, Regional Cooperation, *Regional Planning, *School Planning, *Small Schools, *State Departments of Education, State Programs
Identifiers-*New Mexico

The 8 Western States of Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming in 1966 initiated a joint 3-year project entitled "Designing Education for the Future," organized for the purpose of planning on a 10 to 15 year projected basis for all aspects of education for which state education agencies are responsible or concerned. This document, the final project report for the State of New Mexico, is divided into major sections which develop rationale for suggested changes in the following areas: (1) the role of the New Mexico State Department of Education; (2) commitments for an adequate statewide educational program; (3) the government of education within the State; and (4) the financing of a quality education program in the State. A section is given on the history and development of education in New Mexico. An extensive bibliography cites regional and State project publications and annotates relevant reports and books. The appendices include a copy of the School District Information Inventory and graphs resulting from a statewide survey. (EV)

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DESIGNING EDUCATION for the FUTURE

an eight state project

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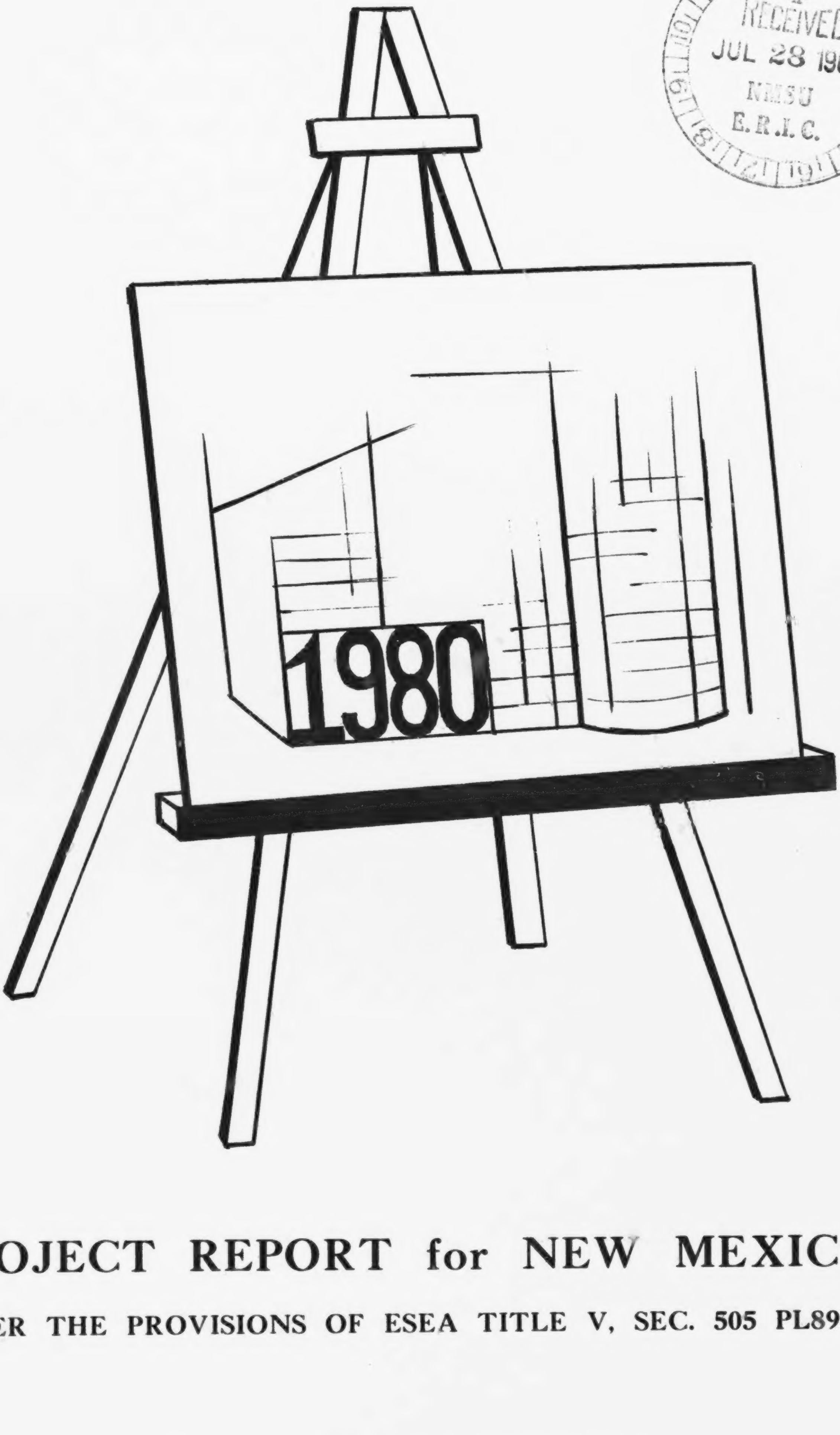

RC003514

FINAL PROJECT REPORT for NEW MEXICO

FINANCED UNDER THE PROVISIONS OF ESEA TITLE V, SEC. 505 PL89-10

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FINAL REPORT

to the

NEW MEXICO
STATE BOARD OF EDUCATION

on the project

DESIGNING EDUCATION FOR THE FUTURE
An Eight-State Project

Thomas B. Bailey Jr.
Director

Financed under the provisions of the
Elementary and Secondary Education Act of 1965
(Public Law 89-10, Title V, Sec. 505)

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Santa Fe, New Mexico
June 1969

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FINALLY, the readers attention is called to the bibliography, especially to that section which deals with the state project publications and the many authors who contributed to the project in this manner. Without these publications the writing of this report would have been exceedingly more difficult.

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INTRODUCTION

INTRODUCTION

The American society will continue an increasing rate of change in all its elements. Many will have important implications and necessitate changes in education. Therefore, it is urgent to anticipate likely changes during the next 10 to 15 years to understand their implications for education and plan necessary adjustments.

Some prospective changes may benefit society, others may be harmful. Man, to some extent, can control the nature and direction of changes. With increased knowledge and understanding he should plan and prepare for beneficial changes and avoid those potentially disadvantageous or even disastrous. Thus, today's greatest hope and most urgent need is for constantly improving a realistic program of education for everyone.

Citizens have responsibility to develop an adequate plan and program for education. If any state fails to meet its responsibilities, both the state and the nation will be handicapped. During this period it is important that every state appraise developments and prepare long-range plans for education.

New Mexico, Arizona, Colorado, Idaho, Montana, Nevada, Utah and Wyoming, eight Western states with common interests and problems, agreed in 1966 to a joint project entitled *DESIGNING EDUCATION FOR THE FUTURE: An Eight State Project*, concerned with improving and strengthening state education agencies. While each state made its own appraisals and developed its own plans, all joined to study common problems.

This project was concerned with all aspects of education for which state agencies are responsible or concerned and should have important implications, not only for state educational organizations and agencies concerned with planning, but also for state-local school relations, state relations to higher education and state-federal relations.

ORIGIN OF THE PROJECT

The basic concepts and ideas for this project grew out of above considerations. The chief state school officers (superintendents and commissioners of education) of the eight states, their staffs and others, agreed that improvements in education are essential and should be carefully planned. They also agreed that the best approach was through a cooperative project with two important concepts recognized: (1) Important information and challenging ideas could be provided through a small central staff, and (2) basic studies for effecting improvements in each state would be developed by competent leaders within the state.

Title V, Section 505 of the Elementary and Secondary Education Act of 1965 authorized funds for the United States Commissioner of Education "to make grants to state educational agencies to pay part of the cost of experimental projects for developing state leadership or for the establishment of special services which, in the judgment of the commissioner, hold promise of making a substantial contribution to the solution of problems common to the state educational agencies of all or several states."

A draft was submitted to the commissioner soon after the law was enacted and the project was approved, effective December 9, 1965, to extend through June 30, 1969. Federal funds authorized totalled $446,000. Each state was to provide supporting funds. Colorado was designated administering state for federal funds with the central staff in Denver.

THE GENERAL PLAN

The major purpose was: To assist each state to anticipate changes likely to take place in the nation, the eight-state region and within each state during the next 10 to 15 years, and to plan improvements in education to meet needs during that period.

The eight chief state school officers were designated as the policy board, which, in turn, selected the central staff director and associate director, approved the budget and adopted operational policies. Each state selected a coordinator or director, responsible to the chief state school officer (or his representative).

The project staff (director, associate director and state coordinators) met periodically to develop recommendations to the policy board, to review proposals for area conferences, to agree on policies and procedures in each state and discuss other matters of mutual interest.

Two activities were covered: (1) Area conferences and other aspects planned by the staff, and (2) developing and implementing plans for study and action for improving education, for which each state was responsible.

The Area Aspects of the Project

The central staff, with aid of state coordinators, provided leadership and direction. This staff also guided seven major area conferences and arranged for publication of reports. Finally, a week long training session was held to insure that each state had a trained cadre of educational planners who could be relied upon after the conclusion of the project.

Major area conference publications included *Prospective Changes in Society by 1980*, *Implications for Education of Prospective Changes in*

Society, Planning and Effecting Needed Changes in Education, Cooperative Planning for Education in 1980, Emerging Designs for Education, Designing Education for a Changing Society, and *Preparing Educators to Meet Emerging Needs.*

The State Aspects of the Project

Evaluating existing provisions and planning needed changes in education presented many difficulties in each state. Each state named an advisory committee of 15 or more lay and educational leaders to advise the director on planning studies, analyzing data and developing recommendations. Budgets provided expenses for committee meetings and for at least four members to attend each area conference.

Each state obtained an out-of-state consultant as needed. Several states named special committees to study and prepare recommendations to the advisory committee on certain aspects of the program.

RECOMMENDATIONS AND SUMMARY OF REPORT

RECOMMENDATIONS AND SUMMARY OF REPORT

From its inception this project was never purported to be a panacea for all educational problems in New Mexico, rather, a philosophy of designing a tool to be used in identifying problems and their potential solutions was followed. Using the Elementary and Secondary Act designation, the advisory committee decided to delimit its activities by concentrating its primary thrust in this area. This did not inhibit the committee from examining the extension downward to the needs of educating pre-six-year olds or from expanding upward in the secondary field beyond what has been traditionally considered as high school. Finally, the study was directed outward beyond the contemporary confines of public education to incorporate private and parochial as well as technical-vocational oriented programs. Introspectively, where higher education impinged upon the study, either through regulations or structure, the implications of these contingencies were also considered by the committee.

The parameters of the study were established after considerable exploration as described in the history section of this report. Four areas of investigation were undertaken with the foreknowledge that many facets of each of these sections would of necessity have to be passed over and left for a later study with more time and resources. The sixteen members of the advisory committee (identified in the first section of this report), and the organizations and institutions they represented, volunteered many hours to reading and research, writing and reviewing, personal contacts and interviewing, meeting and debating in order to insure the completion of this project. Without this volunteer help and that of the many other individuals who served intermittently with them (also identified in the first section of this report), even this limited design would not have been possible.

All agencies dealing with education within the state were encouraged to participate in the study, for the design of the study was to encompass them all in some manner. Suggestions and cooperation was solicited from all school districts, all institutions, all educational enterprises, as well as all governmental agencies with educational responsibilities or programs. The findings of this study, therefore, reflect the duties and responsibilities of these various organizations and agencies in fulfilling the destiny of education in 1980. This target date was chosen arbitrarily as a convenient and practical focal point for all participants.

This document, therefore, is not a report for information on education, but rather a design for planning through 1980 and a tool to be used for even further planning. Accordingly, the nature and format of this report is that of a reference source to be used, not merely a report to be read on the accomplishments of the project. The task of creating a working document forced the creation of a more voluminous work than otherwise would have been the case.

By nature of the assignment given the committee, the report is presented to the State Board of Education through the Superintendent of Public Instruction. The hope of the committee, however, is that this tool will be accepted by the legislature and every other body within the state which might be interested in education and be used in developing a continuing state-wide plan for the improvement of the greatest potential resource within our boundaries, an educationally motivated and productive people.

The recommendations that follow are not intended to cover every need in education within the state, but are rather indicative of the needs as perceived by the many participants in this three-year endeavor. There still remains much to be done in this field, for planning is an ever ongoing process and the joint responsibility of all involved in education. Within the following section the recommendations are classified in four categories: (1) Those pertaining directly to the Department of Education, (2) those dealing with the educational program and its implications for staffing and facilities with the state, (3) those concerned with the government, organization and structure of education within the state, and (4) those limited to finance of education. Within the section dealing with the educational program, an attempt has been made to suggest a workable, but not inflexible, time implementation schedule for the recommendations contained within that particular section. In order to avoid confusion, a similar time line was omitted in the other sections on the assumption that the educational program formed the nucleus of the process around which the other recommendations would fit as the program developed. Therefore, as the recommendations concerning the educational program are treated, the recommendations of the other sections will of necessity fall respectively into place.

In arranging the recommendations within the respective sections, one further consideration was taken under advisement. For the convenience of the reader, and in order to afford as much usefulness to the tool as possible, the committee attempted to designate the recommendations which it perceived could best be implemented by a given echelon as the state government was organized at the time of the writing. Thus, some recommendations are perceived to fall within the prerogative of the State Board of Education, others are identified as needing additional legislation, while still others appeared to be in the purview of a Constitutional Revision Committee or necessitate a Constitutional ammendment. No fine lines were drawn and this attempt to make the document more conveniently usable is in no way intended to negate the State Boards' prerogative to relegate these recommendations as they see fit.

DEPARTMENT OF EDUCATION

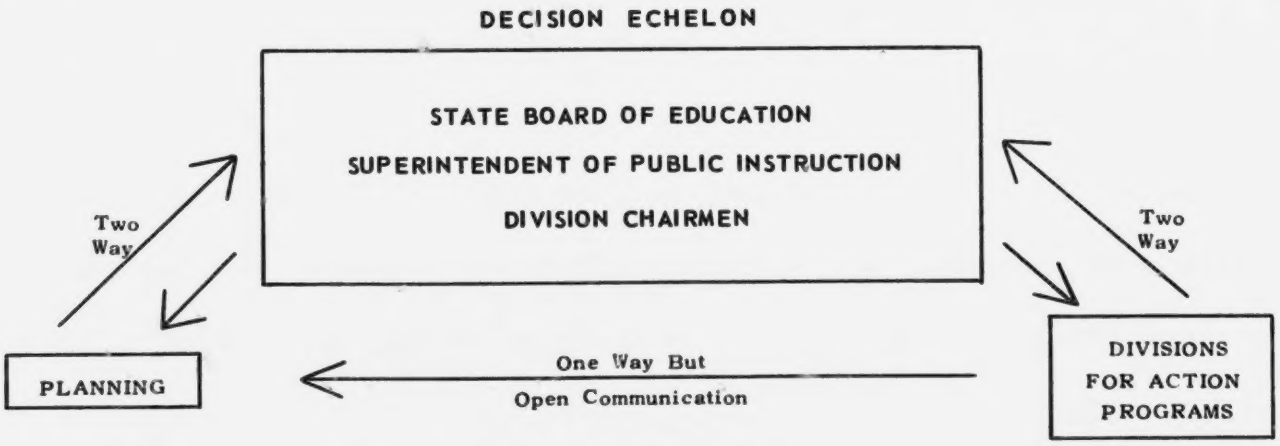
A philosophy of leadership should permeate the State Department of Education as its primary responsibility. (See Rationale: Leadership Role.) To this end these recommendations are made. All could be made by Board action except No. 13, which would require legislation.

1. Create a planning division within the Department at cabinet level with an initial staff of a director, at least two research analysts and three secretaries, one of which should have a Secretary II rating. (See Rationale: Planning Division.)

2. The director of planning should be given as one of his responsibilities the leadership role in coordinating statewide educational planning. (See Rationale: Statewide Planning.)

3. The planning director should work and coordinate with planning activities of contiguous states and others of reasonable proximity who share similar educational and demographic problems. (See Rationale: Regional Planning.)

4. Establish the planning division's relationship according to the following model. (See Rationale: Planning Division's Relationship to the Department.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SUPERINTENDENT OF PUBLIC INSTRUCTION
DIVISION CHAIRMEN
Two Way
Two Way
PLANNING
One Way But
Open Communication
DIVISIONS FOR ACTION PROGRAMS

5. The director of planning should be given as one of his responsibilities a continual appraisal of statewide educational needs, and further, that the facilities of the statistics section of the Research Services Division be made available under the direction of the Planning Division for this purpose. (See Rationale: State Educational Assessment.)

6. Each area or division within the Department should be required to supply the periodic services of individuals of their respective staffs to the Planning Division director in order to insure coordinated planning departmentwide. Further, the cabinet should be required to review research and planning activities and to feed into the Planning Division work not less than once bi-monthly. (See Rationale: Research and Planning Review.)

7. A lay and professional advisory committee should be utilized, especially in planning and research review, with meetings not less than quarterly. (See Rationale: State Advisory Committee.)

8. Enlarge the Research Division to include coordination of all research for the Department, local school districts through intermediate districts (see Government section), and present and future service centers. (See Rationale: Coordinated Research.)

9. Reorganize the State Department of Education along large comprehensive line units designated to lend themselves to orderly change while, at the same time, providing clear definitions of internal responsibility and accountability. (See Rationale: Department of Education.) Further, the units must contain the organizational flexibility to enhance the intermediate districts described in the Government of Education section of this report.

10. Establish an orientation and inservice training program for Department employees to insure a more fully integrated program based on proper role identification and to project a unified image of the Department to its clientele, rather than a fragmented, personality, approach. (See Rationale: Orientation and Inservice Training.)

11. Establish a policy for providing time and opportunity for Department professional personnel to participate in educational programs, workshops, and college courses to gain necessary requirements for equivalent teacher or administrator renewal. This should be authorized during regular school quarters and working hours at full salary, with such compensation provided in the Department of Education budget. (See Rationale: Educational Staff in Educational Program section.)

12. Training, experience, and certification of Department personnel should be commensurate with duties and responsibilities to be assumed in the Department and such certification should be at least equal to that required of public school professionals engaged in activities of comparable level. (See Rationale: Professional Staff.)

13. Grant the professional staff of the Department greater autonomy from the usual State Personnel and Fiscal controls, and in order to provide and retain the type of leadership proposed in this report, these individuals should be provided compensation competitive with top leaders in public schools and institutions of higher education. (See Rationale: Professional Staff.)

EDUCATIONAL PROGRAM

Educational goals must reach downward to early childhood, outward across traditional grade structures and upward to post-high school training to assure all citizens proper education for self-sufficiency and a place in society. These recommendations are for an educational program to meet New Mexico needs in 1980. Some of these could be made by Board action or Departmental fiat, numbers 1, 5, 6, 9, 11, 12, 16, 17, 18, 20, and 24, would, in addition, require legislation, while number 23 would also necessitate constitutional change.

1. For each child who has reached his fourth birthday, each school district should provide a compulsory early childhood program to meet achievement levels set by the Department. (See Rationale: Early Childhood.)

2. Upgrade primary education with progress based on achievement and mastery of designated skills rather than previous schooling or chronological age. (See Rationale: Primary Education.)

3. Require each child to remain in a flexibly structured primary program, such as the ungraded, until required skills are mastered which would reasonably assure success in succeeding school years or place the child in a special program. (See Rationale: Primary Education.)

4. The middle school years should be in an institution providing at least three years, with a program for individualization without regard to grade level or chronological years or schooling and with promotion based on mastery of the skills necessary at the next level. (See Rationale: Middle School.)

5. Adjust high school districts so that each will have sufficient enrollment to justify a comprehensive curriculum as designated by the Department. (See Rationale: Comprehensive School in Government section.)

6. Extend public education to include two years of post-high school work at tax-supported, tuition-free institutions or at expanded existing institutions. Curricula should lead to employment, transfer to a four-year institution of higher learning, or continuing adult programs. (See Rationale: Post-High School Education.)

7. Permit and encourage school districts to hire para-professional personnel within guidelines set by the Department. (See Rationale: Educational Staff.)

8. Encourage schools to include resource personnel in educational programs with participation financially compensated by appropriate honoraria. (See Rationale: Educational Staff.)

9. Make guidance and counseling services available to each student at every age level--at a ratio not more than 250 students per certified pupil personnel specialist. (See Rationale: Counseling.)

10. Require school districts to provide qualified students with special education, remedial programs and programs for the gifted, with standards set by the Department. (See Rationale: Programs for Exceptional Children.)

11. Make attendance compulsory for each student until he has acquired skills and abilities to reasonably assure his being a productive citizen. Allow this compliance to include work or on-the-job training to be combined with educational, vocational-technical, or training programs. (See Rationale: Attendance.)

12. Provide public school nurses authority equal to other public health nurses with exemption from liability in performing school nursing duties; permit school nurses to administer simple medicine within limitations set by the Board and with written parental consent, and also permit them to administer first aid as deemed necessary. (See Rationale: Nursing.)

13. Include public school nurses in the staff at a ratio of one to 1,000 students in each district except as authorized by the Department, and that a medical doctor be available on a contractual call basis at a ratio of one per 10,000 students. Require nurses to report and cooperate fully with community health offices. Require parents to furnish health information about their children. Include health and sex education in curriculum of all districts. (See Rationale: Nursing.)

14. Encourage and compensate local businessmen to participate in student on-the-job training in areas where school facilities are lacking in technical-vocational experiences. (See Rationale: Facilities.)

15. Encourage the development of innovative programs, techniques and instructional aids along guidelines set by the Department, and offset costs by special state funds. (See Rationale: Innovation.)

16. Where enrollment is large enough, encourage schools to operate on a twelve-month basis; for example, a four-quarter system, with full-time attendance equal to three quarters per year. Where enrollment is insufficient for a twelve-month program, prohibit schools from reducing curriculum below the minimum. (See Rationale: Twelve-month, Four-quarter System.)

17. Require new buildings to be constructed so that two-thirds of the classrooms may be altered so that two or more classrooms could be combined into a single larger room without major alterations, and that every school have reasonable access to a facility where the entire student body may assemble. (See Rationale: Facilities.)

18. Develop *well-defined achievement criteria* to replace the Carnegie unit as a measure of secondary school credit. (See Rationale: Achievement Criteria.)

19. Further refine *Standards for New Mexico Schools* to establish standards in terms of achievement and mastery of designated concepts, rather than in course title or content. (See Rationale: Achievement Criteria.)

20. Change textbook adoption practices as follows:

   a. Abandon the concept, *one book, one student*, and encourage teachers to use multiple classroom sets of materials and devices.

   b. Abandon the adoption list system and require each district to submit full accounting of text funds.

   c. Allow the state textbook allocation to be spent for all types of instructional materials, not just textbooks. (See Rationale: Textbooks.)

21. The Department will advise each school of its norm relationships with state and national, or certain designated achievement tests, and give special assistance to a school where disparity indicates a problem. (See Rationale· School Evaluation.)

22. The Department will make periodic evaluation of New Mexico's

educational program in terms of projected changes in society, and will propose changes in a biennial report to the Legislature. (See Rationale: Planning.)

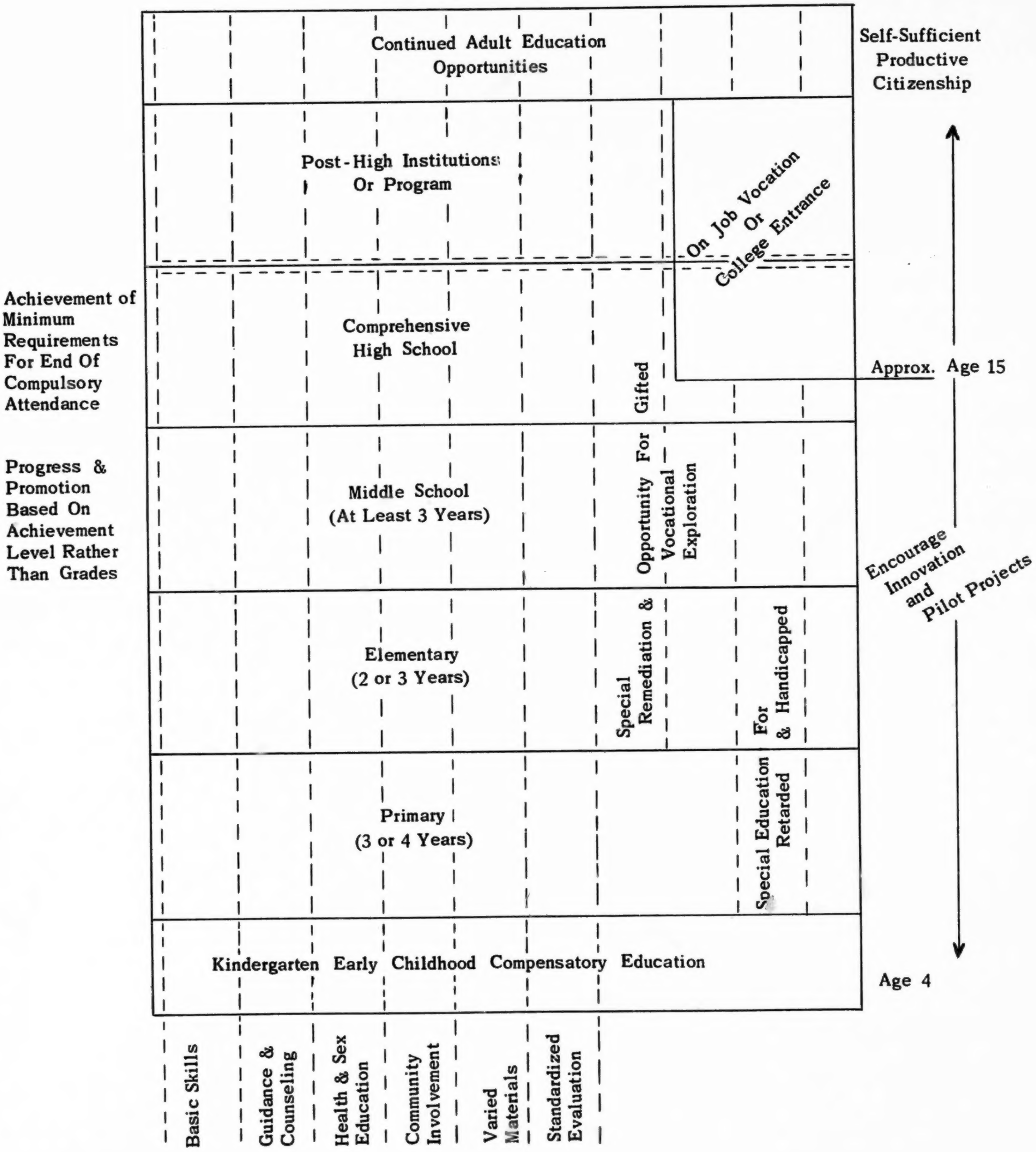
23. The state should aid non-public schools within guidelines set by the Department, including financial assistance for texts and materials, lunch programs, transportation and supplementary teacher salary. (See Rationale: Non-Public Schools.) Also change language of the State Constitution prohibiting aid to private schools, to conform with First Amendment to the Federal Constitution.)

24. Time and opportunity should be provided for each teacher to participate in educational programs, workshops, and college credit courses in order that each teacher may gain the necessary requirements for certificate renewal, and that such time be during the regular school quarters, and that each teacher be compensated at full salary for the time spent in such training required for re-certification, and that provisions for such compensation be made in school district operational budgets. (See Rationale: Educational Staff.)

25. Follow time sequence as nearly as possible:

Start	Complete	
69	71	Define achievement criteria levels
69	--	Hire para-professionals
69	75	Nursing services
69	76	Paid teacher training and sabbatical leave
69	phase out	Bi-lingual (special programs) to phase into kindergarten and compensatory education
70	75	Kindergarten (phase into next item)
74	78	Compensatory education for 4-year olds
70	73	Pupil personnel services
70	80	Adult general education
71	77	12-month school year
72	80	Automation and cybernation
73	79	Comprehensive high school consolidation

RECOMMENDED MODEL FOR NEW MEXICO EDUCATIONAL PROGRAM


Continued Adult Education Opportunities
Self-Sufficient Productive Citizenship
Post-High Institutions Or Program
On Job Vocation Or College Entrance
Achievement of Minimum Requirements For End Of Compulsory Attendance
Comprehensive High School
Approx. Age 15
Progress & Promotion Based On Achievement Level Rather Than Grades
Middle School (At Least 3 Years)
Special Remediation & Opportunity For Gifted
Vocational Exploration
Encourage Innovation and Pilot Projects
Elementary (2 or 3 Years)
Special Education For Retarded & Handicapped
Primary (3 or 4 Years)
Kindergarten Early Childhood Compensatory Education
Age 4
Basic Skills
Guidance & Counseling
Health & Sex Education
Community Involvement
Varied Materials
Standardized Evaluation

GOVERNMENT OF EDUCATION

To prevent stagnation in New Mexico education it is of prime importance to plan ahead, providing adequate authority and responsibility levels. With these goals the Committee makes the following recommendations.

1. The state should establish regional intermediate and metropolitan districts. The regional intermediate district will be a liaison between the Department and local school districts, and metropolitan districts will deal directly with the Department. These regional districts would have authority for specified programs and services such as area vocational programs, special education for exceptional children, research and innovative programs, instructional materials centers, programs for dropouts, adult continuation, pupil personnel services and other services that cannot be adequately provided in most districts.

Each region would have its own board and administrative and supervisory staffs. The board would have one representative from each school district, a representative from each junior or community college, a representative from private and parochial schools or any state agencies with educational programs that would combine to form districts. If private or parochial schools and other agencies are not large enough to be voting districts, they will be combined into a single district for voting purposes.

There should be a minimum of 15,000 pupils to constitute a regional-intermediate district, with the exception that if in the future metropolitan areas pull out and districts are forced to combine to gain needed size, that there never will be fewer than two regional districts in the state.

The regional board would (a) evaluate needs, special programs services and advise local boards (b) initiate and provide consultative services for joint agreements where operation of particular programs would be feasible through one or more large districts in the region.

Regional districts should be funded from at least four sources (a) the State Department of Education, as it will have some of its staff in these units (b) federal funds (c) local districts, and (4) direct legislative appropriation.

A professional staff will carry out policies of the intermediate board. Private and parochial schools which combine to meet standards outlined will be entitled to voting membership status in the regional unit. *All schools and educational agencies will share in services of the intermediate unit.*

Metropolitan districts would have a single board serving the entire district and advisory boards, elected by people of each subdistrict. The metropolitan board would have one-third of its members elected at-large and two-thirds elected from respective subdistricts. If there are too many subdistricts for a board of workable size, there would be a joining of two or more subdistricts to elect one representative.

There should be a minimum of 25,000 pupils to constitute a metropolitan district. The metropolitan board would retain its legal status as a municipal school board with similar functions. Metropolitan districts would be funded from at least three sources: (1) Direct legislation (2) federal monies, and (3) local taxation. Private and parochial schools within the metropolitan district would comprise a minimum of one subdistrict. (See Rationale: Plan for the Establishment of Regional Units.)

2. Local district organizations should have an area sufficient to have a superintendent and a school board and should have at least one comprehensive high school. A district should comply as a minimum with staffing recommendations as specified by the publication *State Responsibility for Public School Education in New Mexico*. (Hughes & Coss.)* (See Rationale: Intermediate Regional Unit.)

3. The Department should be strengthened to effectively implement its duties and responsibilities, already assigned by the legislature, in the following ways.

   a. Accredited teacher-training programs should be approved by the Department, with responsibility of the agency to see that teacher-training in New Mexico is upgraded.

   b. All educational programs that are the responsibility of the state, elementary and secondary, regardless which department of the government sponsors them, are to be accredited by the Department.

A state school board should be elected from the intermediate and metropolitan districts, but on a system set up on a one-man, one-vote principle. (See Rationale: Department of Education.)

4. For each child entered in an accredited non-public school the Legislature should consider giving one-half of what the state pays for public school students to the non-public school. To receive this aid, board membership for the school, proportionate to aid received, should be representative of the school district in which the school is located--

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* Full bibliographical reference to this subject may be found in the bibliography at the end of this publication.

that is, if 1/5 of a school's budget is from state aid, 1/5 of its board should be representative of its district. In the case of parochial schools these members should represent other denominations and sponsoring one.

5. Future relationship with the Federal government and the state should be enhanced by using the intermediate and metropolitan districts as points of dissemination for findings and services of such institutions, as regional laboratories, etc. If these institutions find pertinent material they should inform the Department and have the Department become the disseminating facility to the regional and metropolitan units. (See Rationale: Department of Education.)

FINANCE OF EDUCATION

The following recommendations have been identified concerning the continuation and expansion of financial support for New Mexico's public education program from the present into the 1980's. These recommendations have been made with (1) an awareness of the unique financial situation in New Mexico, (2) great faith in the desire of this state's citizens to meet their societal obligations, and (3) the belief that expanded levels of education available to all the state's citizens is a goal that is desirable, necessary, and feasible. Therefore, these recommendations are presented.

1. That adequate financial support for all recommended (and approved) programs be provided, with funding being made within the framework of the adopted plan for financing public education in New Mexico.

2. The financial support of education in New Mexico be steadily increased, with the primary goal being the provisions of free education for *all* citizens to whatever lengths are necessary to develop the human

capacities of each individual to the point that he becomes a productive member of our complex and ever-changing society. (See Rationale: Finance Introduction, Commitment, and Table I.)

3. The continued support of all educational programs within the state, *present* and *future*, be based on the need and value of such programs as evidenced by periodic assessment of the programs' successful advancement toward the achievement of the state's defined educational purposes. (See Rationale: Growth of Costs, Commitment and Needs.)

4. Concentrated efforts be made by the New Mexico State Legislature to effectively utilize all available resources for the support of the state's education program, and that new support sources be actively sought and/or the present ones broadened. (See Rationale: School Finance Problems and Solutions.)

5. Adequate financial support be given to a statewide program of early childhood education through the provision of kindergarten and early childhood compensatory education levels in the public school. (See Rationale: Educational Program and Implications of Projections for New Mexico School Finance.)

6. Adequate state financial support be given to programs of post-high school education as an integral part of the total school program. The presently constituted 13th and 14th years should be supported by state funds in a manner consistent with organization and administration of these programs. (See Rationale: Educational Program and Implications of Projections for New Mexico School Finance.)

7. Adequate financial support be extended to those districts in which it is feasible and advantageous to maintain the public school

program on a twelve-month basis. (See Rationale: Educational Program Report.)

8. The purposes and objectives of the State Department of Education, the intermediate and metropolitan and local school districts be clearly defined, and that the implementation of programs necessary for the accomplishment of these objectives be adequately funded. (See Rationale: Government and Organization Report.)

9. Financial support be given to the Department, intermediate, metropolitan, and local school districts to allow planning for change, action research, program improvement, and innovative pilot program experimentation. (See Rationale: Commitment and Educational Program.)

Recommendations for the Funding of Expenditures Related to the Employment of the Instructional Staff

10. Financial support of education be maintained at a level sufficient to employ administrative, instructional, and supportive personnel within each school district so that students receive maximum benefits from programs based on individualization of instruction by highly trained and qualified educational staff. (See Rationale: Educational Program, Tables V and VIII.)

11. Continuous financial efforts be made so that there is adequate compensation through salary and fringe benefits to all members of the educational staff on a level that is in keeping with their training, experience, ability, and services rendered. New Mexico must remain competitive in order to attract and retain qualified and needed educators. (See Rationale: Partnership Dilemma, Tables V and VIII, and Educational Program.)

12. Provisions be made for the monetary consideration to public school employees for any increase in the length of the school year, for inservice and retraining time and expenses, and for sabbatical leaves for the purpose of up-grading professional competencies. (See Rationale: Growth of Costs, Commitments and Needs.)

13. The State Department of Education be appropriated additional funds sufficient to meet the increasing position of educational leadership, and that additional funds be made to the Department sufficient to allow the employment of additional support personnel necessary to provide services to and through the intermediate, metropolitan, and local school districts. (See Rationale: Government Report.)

Recommendations for the Financial Provisions for the Purchase of Materials, Equipment, and Facilities

14. Financial support be maintained at levels suffient to allow purchase and utilization of updated instructional materials and equipment, modern means of transportation, and modern and flexible school plant facilities. (See Rationale: Growth of Costs, Commitments, Needs, and Implications of Projections for New Mexico School Finance.)

15. The state adopt necessary legislation to provide for state assistance to those districts which, after exerting high local effort, may be unable to adequately finance capital outlay needs. (See Rationale: Table IX and Implications of Projections for New Mexico School Finance.)

Recommendations for the type of Finance Plan to be used in New Mexico

16. New Mexico's local, state, and national leaders continue their efforts to develop a sound multi-level partnership arrangement for the support of public education, based on the optimal utilization of available

resources at the respective levels, but that this partnership support, not usurp, state and local control of educational policy based on democratic principles. (See Rationale: Partnership Dilemma.)

17. Future finance plans adopted for the support of New Mexico's public schools should be simple and easily understood and reflect the following features:

a. A high foundation level of educational opportunity throughout the state.

b. Necessary flexibility to quickly accommodate solutions for emerging problems.

c. Uniform local effort, based on equalized assessments and evaluations throughout the state.

d. A tax burden in support of a state foundation program to be spread equitably among the state's citizens according to their ability to pay.

e. The financial support of a defined minimum educational program with no limits on local tax levies to be used for providing programs of expanded and enriched educational opportunity.

f. The encouragement of local districts, through additional financial assistance, for development of pilot programs approved by the State Board of Education that have promise of increasing educational efficiency and/or effectiveness.

(See Rationale: Marks of a Good School Finance Program and Educational Finance Plan Alternatives.)

18. State and local districts should develop a planning-programming budgeting system for improvement of evaluation and performance in fiscal management. (See Rationale: Alternative Three.)

19. Legislative appropriations be made for the development of a master plan for educational growth in New Mexico, and that this plan be periodically revised in light of changes in the state's population, employment, and economic factors which dictate expectations and means of support

of the public schools, and that this plan be coordinated with planning for development of the potentials of New Mexico's natural and economic resources. (See Rationale: Implications of Projections for New Mexico School Finance.)

20. Special earmarked funds be used sparingly and primarily for initiation and development of new programs. As these programs become widely disseminated they should be included as part of the regular program and removed from special aid funding. (See Rationale: Educational Program Recommendations and Innovations.)

21. The state financial plan should be sufficiently adjustable to provide for planning and development for a reasonable period (3-4 years) without reconstructing the formula each year for distribution of specific amounts of state funds. (See Rationale: Marks of a Good School Finance Program.)

SUMMARY

The Committee feels very strongly that the preceding recommendations reflect the consensus of thinking produced through their three years of study on this project. At the same time, however, the Committee realizes that these recommendations in no way pretend to answer all of the problems of education in New Mexico, either present or through 1980. The work herein reported is a beginning, and is intended as a design for further planning. This is a Gestalting process and not an immediate operational plan to be implemented totally at once. Part of the responsibility of the State Department of Education is to use this design as it taps other various state resources, such as the local districts, the colleges, and universities, to develop the many programs and recommendations necessary to support the framework described in this report. Here the outline is given, the direction identified, and the trail blazed. It is now for others to clear the obstacles, to bridge the gaps, and to build the road which will lead to a greater prosperity for New Mexico through a dynamic and evolving educational program for the future. In short, the job is not only not completed, but barely begun; the Committee views its efforts as the first steps in a long and continuing process. Even the design evolved by this study will need reevaluation and readjustment as it is implemented over the next ten years in order to meet the changing demands placed upon education by an ever-expanding society.

THE NEW MEXICO STATE DEPARTMENT OF EDUCATION

INTRODUCTION

The New Mexico Director, Dr. Thomas B. Bailey Jr., was attached to the Research Services Division under the direction of Dr. Merrill Redemer. The project encouraged interaction with other members of the Department Staff. Additional interplay was achieved at Department Staff meetings by acquainting personnel with this project and requesting suggestions and constructive criticism. This brought many suggestions to the director. The following sections offer many of these suggestions to point out how the Department can better fulfill its role in state leadership. Two important factors account for leadership.

First, education is legally and constitutionally a state function, and the state legislature has delegated to the Department responsibility of regulating and supervising education within the state. *Implicit in this legislative mandate is concomitant responsibility for improvement of education.*

Second, the State Department of Education is strategically situated to provide statewide leadership in promoting sound educational programs in local school districts. Makeup of the Department and lines of communication are appropriate for leadership in activities to improve education. (State Department of Education Leadership Through Research, p. 2.)

RATIONALE

This rationale is to view the New Mexico State Department of Education as it has been perceived and to explain the reasoning behind the recommendations in this area. Predicting the future then becomes a bit more complicated and, hopefully, a great deal more reliable when thus substantiated.

Leadership Role

Education is a local operational responsibility, a state function, and a regional concern. The state is to provide diversity in leadership; to organize and coordinate an effective education system; to establish a sound foundation program of financial support; to provide effective coordination and distribution of funds; to establish minimum standards for achievement and quality controls; to lead in long-range planning; to

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conduct, cooperate in and encourage research; to stimulate innovation; to assist localities in evaluating results; to develop good informational systems on the facts and recommendations of education; and to provide incentives to local school systems to go beyond a minimal performance. ....The state is the key to securing a proper balance among local, state and federal agencies. The state that is strong in quality education and in giving proper direction to its educational system need not be fearful of assuming an inferior role, either in partnership with the federal government or with other states in regional ventures. ......State departments, then must be stimulators of change and maintain dispersed local initiatives for innovation to combat tendency toward homogenized conformity.

This "demand for expansion for statewide leadership in education is of fairly recent origin," an outgrowth of national growth. Strategically, local governments assume this domain as their sacred duty. As programs become more diffuse and complex, and as demands grow beyond local ability to provide, the state education agency became of age. At first, the Department was essentially regulation, but today a wide variety of services to local districts are expected. In such a role the state is in a strategic position to shape immediate and long-term development of education within the state. But the State Department of Education cannot assume and carry out alone the task expected of it; the legislature must support goals of the Department. Legislators should initiate new directional guidelines for the future of education in the state, or resolve themselves to accept less from the Department, and therefore less for the children of New Mexico. Further, the executive branch should more closely relate to the Department of Education to enhance potential of the major commodity of the state --- its people.

Planning Division

It is paradoxical that simultaneously, as we witness the widespread exponential rate of change, there is a growing insistence on long-range planning. The explanation is simple: Many changes are predictable and projections can be made. It is a wise education department that scrutinizes regularly its long-range plan to insure that it accommodates the unexpected and expands as it evolves. Simple and stable straight-line relationships in education no longer exist. Education is a complex blend of many shifting and interacting components.

Planning in some state education departments is now a year-round affair, not only for budgeting but to make adjustments in long-range plans for unforeseen changes and needs.

Planning is a technical process that usually entails (1) identifying and projecting educational needs, (2) clarifying and quantifying educational objectives, (3) delineating alternative uses of resources to attain objectives, (4) estimating potential effectiveness and efficiency of each alternative, (5) integrating functions of the educational system into internally consistent action, and (6) recommending an optimum plan for administrative action.

During the Designing Education for the Future project, a dire need for a competent full-time staff to collect information and organize ideas became obvious. While the committee members were competent individuals, they lacked time necessary to devote to this task. Systematic treatment of the various theories, as well as empirical analyses of the state's attributes and needs in education, could not be accomplished without the services of an adequate staff. With this need in mind, the committee joined with recommendations of the May, 1968 State Department of Education review and stressed, "A centralized and systematic planning capability should be top priority item for the total improvement of the state education agency."

Regional Planning

The experience of participating in the eight-state regional project, Designing Education for the Future, enabled the New Mexico State Department of Education, and the state in general, to share in a cross-fertilization process which broadened horizons. Publications growing out of the project comprise the lead section of the bibliography and serve to illustrate similarity of problems shared within the Rocky Mountain region.

EIGHT-STATE REGIONAL STAFF MEETING

On not less than three occasions, representatives from the eight state advisory committees met to consider common problems. The results of these meetings led to many solutions being tried and adopted by one state from another. As word of this success spread, representatives from numerous other states asked to participate and the regional sessions took on an appearance of national conferences.

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In any future multi-state endeavor in which New Mexico participates, it is desirable to include the Texas Education Agency, which shares many of the multi-cultural challenges for education. This would in no way exclude the Rocky Mountain obligations of the state.

There remains a need for a greater grassroots involvement in common problems of neighboring states than is now provided by the Compact of States. A planning director should identify issues of similarity with planning directors of contiguous states. Further, these directors could call upon respective experts to pool resources and talents in a common attack to such educational snarls as migrant educational programs, teaching the bilingual, insuring respect for cultural heritages in a heterogeneous society and the production of quality educational television programs, to mention only a few.

Statewide Planning

There needs to be a leader in the state in developing an ongoing planning process. The first principle in planning is to make maximum use of coalitions with other educators so that questions may be sharply defined and whatever is profitable may be shared regardless of old barriers and boundaries. (Hunter, Findings, p. 6).

Many districts in New Mexico are unable to afford even part-time personnel trained in the intricacies of planning. Other districts often plan unilaterally without regard to or even knowledge of the intentions of neighboring districts, the Department, or regional associations. This need emerges even more when the educational community presents its many-faceted requests to the legislature, and it has been to this end that the Department has been inveigled into assuming leadership.

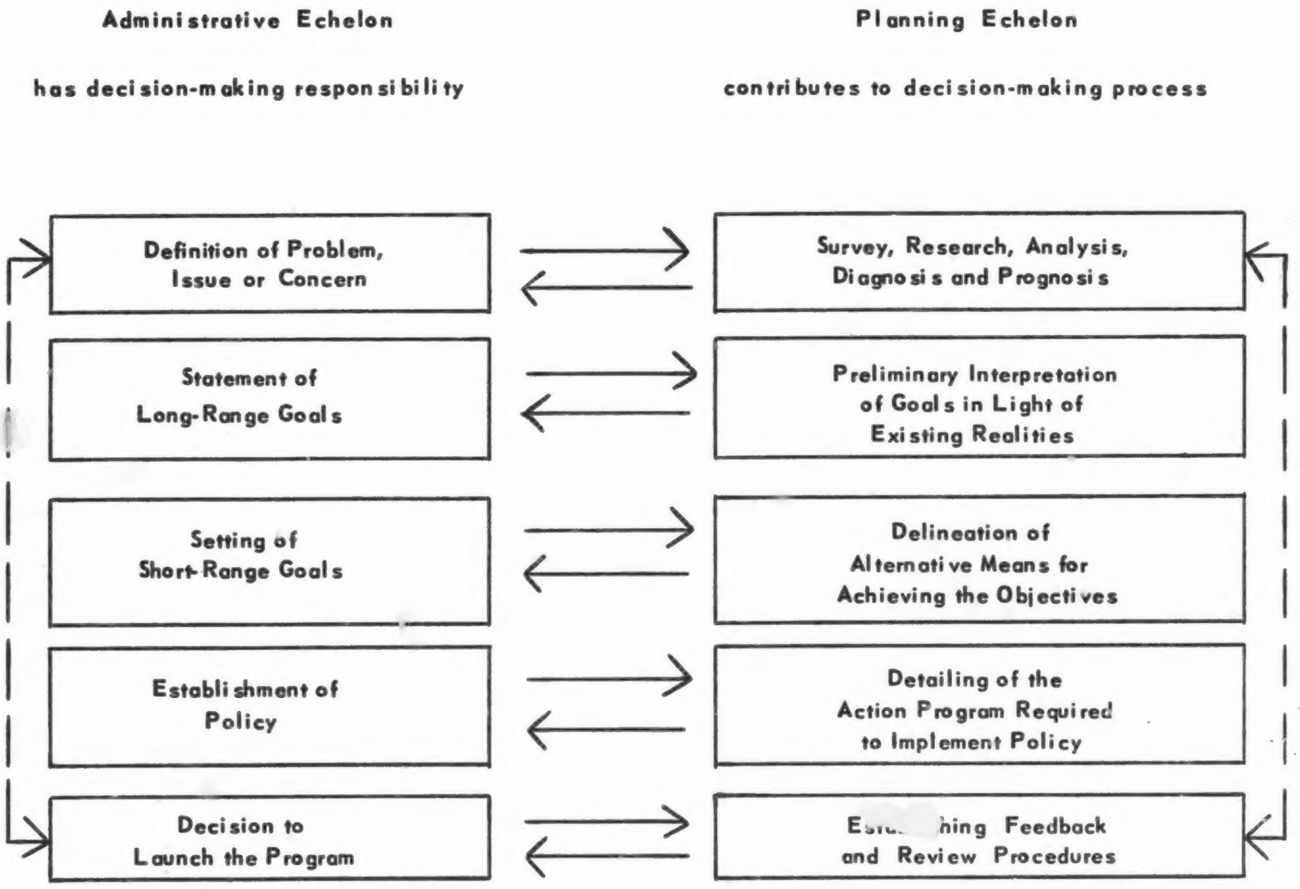
Planning Division's Relationship to the Department

The model presented in recommendation No. 5 represents three echelons.

The first, headed by the State Board of Education, directed by the superintendent, and advised by the area or division chairman, should be the decision-making body for the Department. Decisions should be based upon solid plans that often require more time and energy than the individuals involved will have. Thus the Planning Division, based upon concepts in this report, would serve as the workhorse for the decision unit. Finally, the executive administrative staff, as represented in the various departments, would make up the action units. Ideas and requests could be fed into the planning division by both the decision and action echelons, but all plans would be submitted directly to the decision echelon for approval to insure coordinated planning within the action units. This does not diminish the necessity for constant communication between the planning unit and other divisions, but restricts unilateral planning such as has occurred in the past. Failure of a mere "open door" policy, as opposed to the structure recommended, was acknowledged in the recent survey of the Department. (Blackwood, Review of the New Mexico State Department of Education, p. 11).

A closer look at the relationship of the planning Division to the decision echelon can be envisioned through a diagnosis of the planning process as illustrated in the following model.

A DIAGRAM OF THE PLANNING PROCESS


Administrative Echelon
has decision-making responsibility
Planning Echelon
contributes to decision-making process
Definition of Problem, Issue or Concern
Survey, Research, Analysis, Diagnosis and Prognosis
Statement of Long-Range Goals
Preliminary Interpretation of Goals in Light of Existing Realities
Setting of Short-Range Goals
Delineation of Alternative Means for Achieving the Objectives
Establishment of Policy
Detailing of the Action Program Required to Implement Policy
Decision to Launch the Program
E[illegible]hing Feedback and Review Procedures

(Norton, The Planning Process, p. 8)

Organization of the Planning Division is intended to avoid the three most common obstacles to efficient and effective planning. The first, and most usual problem occurs when the planning function is confused with research. It is possible the planner will possess some research skills and that he may engage in a fair amount of this work. The danger is that work of the Planning Division might concentrate on this function so much that little time is left for proper attention to other functions.

Second, since planning is viewed as something new or different, people with ideas they consider to be new or different would be inclined to offer these to the Planning Division.

Ideas coming to the Planning Division may be related to genuine and urgent concerns. They should, in fact, come to the Planning Division and go on the agenda. The hazard is that there could be such a heavy flow of *urgent* problems that the division might become bogged down dealing with these and nothing else. The close working relationship between the Planning Division and the policy-making authority is critical. Responsibility for deciding whether an issue, a problem, a need, a concern is to be pursued, belongs within authority of the Department.

A third hazard occurs when the planning function is assigned programmatic responsibilities within the life of the Department, such as developing a curriculum for a specific subject area. Such activities are not

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outside the purview of the planning function, but these activities should not be the exclusive assignment of the planning function.

State Education Assessment

A crucial ingredient to success of the State Department of Education is planning for actual rather than imagined needs. Only through authentic assessment of educational needs could the Department begin to meet expectations of local districts. The local districts have a right to expect that any recommendation at the state level might properly require a series of activities in this order: (1) Survey and analysis of needs, (2) dissemination of information and proposals for action, (3) resurvey of public opinion after study, and (4) recommendation for legislative policy.

Lack of adequate information about the clientele is the root of much difficulty in planning and evaluating. A test of the rationality of a school system, local or state, is the degree to which programs and services are functionally related to needs of the clientele. Traditional basic information is insufficient, though not necessarily useless. Data by age and grade level, for example, must be expanded to encompass a larger mass of information on students in relation to functional programs and services. Perhaps the greatest deterrent to development of better evaluation systems and proper data collection is scarcity of key personnel capable of designing information systems and to conduct evaluations.

The Department should be in the best position in the state to organize and recruit proper personnel and to handle statewide educational need assessment. Considerable data is presently being collected by the Department concerning basic statistics and teacher certification, to mention but two fields. A comprehensive statewide assessment would start with present systems and proceed toward a total system. Two features would be essential. One is the necessity for creative designing at the outset. The other is the criterion of selectivity in choosing information to be judged to be helpful in making vital decisions in education. Some systems would move faster than others, thus providing results to be shared. Common experience would yield taxonomies of information to be collected universally.

Research and Planning Review

The need to tap individuals in the Department of Education who could provide technical assistance in gathering and analyzing data in their respective fields of expertise was most evident in New Mexico. On many occasions these individuals were available and willingly gave of their time and efforts. Unfortunately, these individuals often were committed to schedules that forced delay in planning. Followup assistance in specific subject areas will always be a pressing need to any planning division, but the present system does not allow for this.

Planning involves evaluation of alternatives in terms of purposes to be achieved. It is in use and development of these processes that the Department has a fundamental function to perform. Some principles underlying planning functions are:

1. Educational plans should be made in terms of local, state and national needs.

2. Local initiative and responsibility should be encouraged and stimulated. Department services should supplement rather than supplant local planning.

3. Broad cooperative participation of representative groups and individuals should characterize statewide planning.

4. Long-range planning should be a continuous process in development, implementation, appraisal and revision of statewide services.

5. Short-term work programs of the Department should be component steps emerging from and contributing to long-range planning.

Only through personal participation and constant review of research and planning activities can the Department fully appreciate benefits to be derived from these divisions.

State Advisory Committee

The Designing Education for the Future Advisory Committee was composed of members from every echelon of education as well as lay leaders. The value was proven in viewpoints on the project's report, views that

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were often fresh to the Department and to education in general. The State Advisory Committee could logically evolve into a permanent advisory committee to the Department. A unified planning effort should evolve and could be financed initially through Title III. This would capitalize on money and training already invested and bring to the disposal of the Department talents developed and encouraged during the past three years of the Designing Education for the Future project.

Coordinated Research

A capable research unit is a highly developed information system for gathering data about elementary and secondary education. Information is necessary for decision making and long-range planning, not to mention interpretation of the status and progress of education to the public, legislators and the educational community.

The Department should facilitate liaison and cooperation among organizations and agencies concerned with educational research. Each should have a part in the statewide research to insure optimum utilization of resources. (Bean, Research in State Departments of Education, p. 35). To insure a wholesome climate for cooperative effort, the research staff must be large enough and so chosen as to be able to fulfill this liaison service. In the final analysis, however, the responsibility for welding together various efforts in the state centers on one man--the chief state school officer.

A healthy research climate implies a respect for scientific method, a high degree of freedom for the researcher, and acceptance of failure as well as success in experimental projects.

The Department's leadership often centers upon the relationship which should exist between it and local districts. Especially important in the field of research is coordinating and disseminating findings from other agencies within the state. By joining or maintaining close liaison with newly developed regional educational laboratories and research and development centers, the Department can contribute substantially to research developments.

While the preceding concepts point to a larger leadership role for the Department, they demand, by the same nature, a larger staff for the division. A planning director must be both administrator and chief liaison agent. An assistant director should organize and supervise most analyses and readings, but technical writers trained as educational analysts are a pressing need now, much less if it would assume leadership outlined for it.

Professional Staff

Strength of the Department is a major factor in the state's educational system. This is particularly true in these times of enormously increased activity in education. Essential to strength of the Department are maximum freedom and flexibility for recruitment, remuneration and promotion. Restricting this freedom and flexibility at present are several conditions which need to be corrected. Traditionally, educators in the United States are not subject to provisions of a civil service law. This is, of course, wholly true in private schools and colleges and almost wholly true in the public sector. It is interesting to note that nowhere in federal statutes, such as the Elementary and Secondary Education Act, is there any requirement for merit system administration when federal funds are dispersed to

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educational enterprises, although this is common practice under other federal programs. Under these circumstances, the fact that most professional positions in the State Department of Education are subject to the provisions of the Personnel Act puts the Department at an enormous disadvantage in recruitment. Although the Personnel Act has applied to professional positions in the Department for a number of years and has always made recruitment difficult, it is a much more critical problem now because of the nationwide shortage of educators.

In addition to inhibiting recruitment procedures, inadequate salaries also are an important deterrent to filling professional positions. While this problem is not unique to the State Department of Education, it is one in which there must be some relief if the Department is to carry out successfully the many new programs which have been authorized and, at the same time, cope with the increasing workload in establishing programs. Salary competition is particularly keen due to the drastic increase in size of the federal office of education and the increasing number of well-financed foundations which are bidding for qualified professionals. Many of the larger and better financed school districts in the state provide salaries which make it impossible for the Department to compete for personnel. Salaries in the higher education field have increased even more rapidly due to the large growth of these institutions. This recommendation is an elaboration of one made previously by a Department consultant (Elsbree, Report of the Consultant..., p. 8) and another made even more recently in a review from without the Department. (Blackwood, Review of the New Mexico State Department of Education, p. 24).

DR. NYQUIST
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Department Reorganization

The primary purpose for funding the Designing Education for the Future project under Title V, Section 505 of the Elementary and Secondary Act was to probe various avenues of strengthening the leadership role of the State Department of Education. To this end an investigation was made into the actual role of the Department in the field of leadership throughout the state. This study was couched not in terms of reported services by Department employees, but rather in terms of perceived service as seen by people in the field, the clientele to whom the Department should offer leadership.

Summary of Role Perception Study

In order to achieve a greater degree of objectivity than would have been possible through a Department survey, the Designing Education for the Future director, working with the chairman of the Research Division, contracted for and supervised services of the Educational Research and Training Division of the University of New Mexico in conducting this research. An instrument was developed based on the Halpin-Croft school climate study. The sample comprised 850 principals, teachers, superintendents and other school staff members. The findings represent a 65% return of the questionnaires which were mailed or approximately 550 educators from every school district in New Mexico during the school year 1966-67.

Little research has been conducted to construct information inventories to describe functions of a state department of education. Accordingly, in the initial phase of the project investigators conducted open-end interviews with educators and State Department of Education officials to identify some of the services provided to school district personnel. Following an analysis of the interviews and a review of the literature, the School District Information Inventory was constructed. The instrument was devised to be administered to educators in local school districts to provide information about the following services of the State Department of Education.

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1. Source of Information: The role of the person who was contacted when school district personnel sought information or wished to discuss educational topics. The State Department of Education was one of several sources of information that were listed.

2. School Personnel Role Assignments: Indicated the respondent's perception of which individual in the school district has been responsible for working with personnel from each office in the State Department of Education. The respondent also indicated who he thought should be responsible for working with each office in the Department.

3. Frequency of Contact: The respondent indicated the frequency of his past contact with each office in the Department of Education. The respondent also indicated how often he would like to have contact with personnel from each office.

4. Method of Contact: Described the type of contact whether person-to-person, telephone, workshops or publications, that the respondent had with Department personnel. The satisfaction with the information that was obtained also was rated by the respondent.

5. Social Relations: Described the type of interpersonal relationship the respondent had with members of each office in the State Department of Education. The interpersonal relations were described in terms of consideration, information provided (structure) and the effectiveness (thrust) of the personnel in the Department when they provided help to local school district personnel.

A copy of the School District Information Inventory is presented in Appendix A and provides, in detail, information that was collected. Selected biographical characteristics were obtained from each respondent in order to provide a detailed analysis of the responses.

Results of the study were presented in three sections: (1) Responses of the total sample were tabulated for each question; (2) Responses of the total sample were tabulated by the position of the respondent with a separate analysis for superintendents, principals and teachers; (3) Responses to each question were tabulated according to the size of the school district--small, medium and large.

Purpose of the analysis of responses by the respondent's position and the size of the school district was to note, if any, differences in the way the separate groups responded. In this way, the State Department of Education personnel should be able to meet needs of local school district personnel more appropriately.

A brief summary of the findings is presented in the following according to the three analyses of the instrument: (1) Total response, (2) respondent's job position, (3) school district size. A more detailed analysis can be made by examining tabulations presented in the original report.

Analysis by Total Sample

First, let us note who were major sources of information for local educators. Twenty-two typical school problems were listed and the respondent indicated which person was usually contacted for information about each of these problems. The principal received the highest percentage of responses and was followed in turn by the superintendent and the superintendent's staff. This finding was not, of course, surprising considering that the sample was comprised primarily of principals and teachers. However, the State Department of Education obtained a high percentage of responses as the source of information for some of the topics. These included: Special projects, teacher certification, research reports, minimum requirements, Title III projects, vocational education, and adult education. It was interesting that some respondents obtained information from friends, community leaders, Board of Education members, and other teachers. Topics with the greatest variety of sources for information were teacher union issues and dropout problems.

A great variety of responses was obtained for the question of who has been responsible for working with personnel from each office in the State Department of Education. The results indicated that the superintendent or his staff was responsible for the contact with approximately 50% of the offices in the Department, while principles, department heads and teachers were responsible for working with the remaining offices. The comparison between who has been responsible and who should be responsible indicated that the superintendent should be less often, but there was no clear indication as to who should be responsible in his place because the responses were evenly distributed among other school district personnel. There was a clear indication, however, that department heads should have the responsibility with respect to the curriculum subject matter offices of the State Department of Education.

The frequency of contact that local school personnel had with the offices of the State Department of Education was extremely low. MORE THAN 50% OF THE SAMPLE HAD NO CONTACT WITH THE STATE DEPARTMENT OF EDUCATION. The total sample indicated that more frequent contact was desired on an annual basis or at least when questions in the district arose.

The method of contact used by school district personnel pointed out some notable differences. THE MOST FREQUENT METHOD OF CONTACT USED BY THE STATE DEPARTMENT OF EDUCATION WAS IN THE FORM OF PUBLICATIONS.

Approximately 30% of the sample received one to three publications during the year, and approximately 1% received more than 26 written documents from the State Department of Education. HOWEVER, ABOUT 40% OF THE SAMPLE DID NOT RECEIVE ANY DOCUMENTS. Surprisingly, there was more person-to-person contact with the State Department of Education by telephone. Approximately 25% of the sample visited personally with members of the Department, and 1% had 16 or more visits. NEVERTHELESS, APPROXIMATELY 60% OF THE SAMPLE HAD NO PERSON-TO-PERSON CONTACT WITH THE STATE DEPARTMENT OF EDUCATION. On the other hand, approximately 15% of the sample had one to three phone contacts with members of the State Department of Education during the year, and 1% indicated they had 26 or more telephone conversations with members of the Department. Approximately 70% of the sample had no telephone contact with the State Department of Education.

TWENTY-FIVE PERCENT OF THE SAMPLE ATTENDED AT LEAST ONE WORKSHOP, WHILE 65% INDICATED THEY HAD NOT ATTENDED ANY WORKSHOP SPONSORED BY THE STATE DEPARTMENT OF EDUCATION. The sample indicated that the contact for information of the State Department of Education was satisfactory.

Analysis by School District Size

The total sample was divided into three groups based upon size of the school district. Responses were tabulated separately for each group. Large school districts had 1,000 to 10,000 students; medium size districts had enrollment of 500 to 1,000 students; and small school districts had less than 500 students. The three groups had approximately the same number of respondents.

The superintendent frequently was mentioned as the source of information by the small school districts and infrequently mentioned as the source for medium and large school districts. The superintendent's staff was mentioned as the source of information in the large school districts. For the majority of cases, the medium size districts indicated that the State Department of Education was not their first source of information.

For the most part, the superintendent was responsible for working with offices of the State Department of Education in small school districts and the superintendent's staff members were responsible in large school districts. Again, it was evident that in small districts the sample indicated that the superintendent should not be responsible for all contacts with the State Department of Education. The corresponding increase in the in the no-response column indicated that the respondents were not sure who should be responsible, but it should not be with the superintendent.

No trends were evident when the frequency of contact section was examined according to school district size. THE MOST IMPORTANT FINDING WAS, OF COURSE, THAT ALL SCHOOL DISTRICTS, REGARDLESS OF SIZE, DID DESIRE MORE CONTACT WITH THE STATE DEPARTMENT OF EDUCATION.

Large school districts for the most part had more telephone and person-to-person contact with the Department of Education than did the smaller school districts. Moreover, the large school districts also received more publications than did the smaller school districts. THE LARGER SCHOOL DISTRICTS WERE MORE SATISFIED WITH ASSISTANCE THEY OBTAINED FROM THE DEPARTMENT OF EDUCATION THAN WERE THE MEDIUM AND SMALLER SCHOOL DISTRICTS. By and large, the majority of the sample rated contacts with the Department of Education personnel as satisfactory or very satisfactory. It is more important that there appears to be an association between frequency of contact and the satisfaction with the contact with Department of

Education personnel. In short, the greater the amount of contact, the higher the office is rated on the satisfaction scale.

Analysis of Position of Respondent

The total sample was separated into groups according to the job position of the respondent. Distinctly different patterns of responding to the instrument were found among superintendents, principals and teachers.

In general, the superintendent had a wider variety of sources of information than did either the principals or teachers. For example, for matters concerning curriculum change, the superintendent obtained assistance from his staff, the State Department of Education, or a principal. TEACHERS RARELY SOUGHT INFORMATION ABOUT CURRICULUM CHANGE FROM THE STATE DEPARTMENT OF EDUCATION. PRINCIPALS, IN LIKE MANNER, RARELY CONTACTED THE STATE DEPARTMENT OF EDUCATION ABOUT CURRICULUM CHANGE. The principal usually obtained information from the superintendent or his staff.

The same pattern of seeking information appears to remain constant for the other topics; for example, teacher recruitment, textbook changes, research reports, and most other topics of interest to school district personnel. ONE MAY INFER FROM THIS PATTERN THAT AN OPPORTUNITY EXISTS FOR THE STATE DEPARTMENT OF EDUCATION TO PROVIDE MORE INFORMATION TO PRINCIPALS AND TEACHERS AS WELL AS SUPERINTENDENTS.

The perceptions of who has been responsible for working with each office of the State Department of Education were amazingly different. Accordingly, it appeared that different people in each district were assigned the role based upon who was available in each school district. Again, IT WAS NOTED THAT FOR THE RESPONSES TO WHO SHOULD BE RESPONSIBLE THERE WAS AN OBVIOUS TREND TOWARD MAKING PEOPLE OTHER THAN THE SUPERIN-

TENDENT RESPONSIBLE FOR CONTACT WITH THE STATE DEPARTMENT OF EDUCATION. THIS WAS AN IMPORTANT TREND AND INDICATED THAT THE SUPERINTENDENTS ALSO DESIRED A DECENTRALIZATION OF RESPONSIBILITY TO THE APPROPRIATE EDUCATOR IN THE SCHOOL DISTRICT. IN SHORT, THE PEOPLE WHO HAVE THE RESPONSIBILITY FOR A PARTICULAR AREA IN THE SCHOOL DISTRICT SHOULD HAVE MORE RESPONSIBILITY IN THAT AREA TO WORK DIRECTLY WITH PEOPLE IN THE STATE DEPARTMENT OF EDUCATION.

From analysis of frequency of contact data for the different groups, it was obvious that ALL SCHOOL DISTRICT PERSONNEL DESIRED MORE FREQUENT CONTACT WITH MEMBERS OF THE STATE DEPARTMENT OF EDUCATION. However, it was evident that superintendents wanted more contact with the offices of the Department than did either the principals or teachers. In every case, the mean value for desired contact was significantly different from the mean value for the amount of past contact.

Superintendents rated the social relations with members of the Department significantly higher on satisfaction than did either principals or teachers. Moreover, principals rated the relationships significantly higher on satisfaction than did the teachers. An examination of the means also indicated that significant differences were obtained from the different offices of the Department.

Although tabulations in a survey usually speak for themselves, a brief presentation of the major findings of the project is in order. A detailed examination of the tabulations, of course, yielded additional information that, hopefully, will provide a basis for action by the Department.

1. The State Department of Education was not the major source of information for local school district personnel. The results show that

superintendents seek information from the Department more often than principals or teachers. However, teachers and principals indicated they wanted to be responsible for communication with some of the offices instead of leaving the contact a responsibility of the superintendent. The majority of superintendents concurred with this idea.

2. Frequency of contact with the Department was extremely low. More than 50% of the sample had no contact at all. Local school district personnel wished to have more frequent contact with the Department.

3. Satisfaction with the information received from the Department appeared to be associated with the number of contacts school district personnel had with the Department. Increasing the amount of contact may, of course, increase satisfaction of school district personnel with the information they receive.

4. Larger school districts had more frequent contact with the Department while, on the other hand, smaller school districts had less contact with the Department and obtained less satisfaction from information obtained. This finding points to the need for more frequent contact with small school districts.

5. Offices of the Department obtained different ratings for consideration, information and effectiveness. In all probability, this finding is due to activity of the office. Local school personnel indicated that information provided by the Department was helpful to them. (Additional analysis may be obtained from _A Survey of the Assistance Provided by the New Mexico State Department of Education_.)

One of the most significant outgrowths of this study is the difference in role perceptions as seen by the individual being served and the various

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Department personnel charged with field responsibility. The contrast is easily recognizable in the report of the recent Department review team. (Blackwood, A Review...., p. 14.) When they indicated, after extensive interviews with Department personnel, that although it is true that instructional specialists do render service through workshops, conferences and other group approaches, it seems that, in general, specialists spend a very large percentage of their time working with individual teachers and schools. This approach, though helpful to the individuals served, may be an inefficient way to develop instructional leadership on a regional or statewide basis. Therefore, to conserve time and energy of specialists, and in the long run to be more effective, it is recommended that they develop imaginative ways of working with school leaders throughout the state. Changes in the role of the specialists toward working with leaders rather than with individual teachers will enable them to enlarge their influence in their respective areas.

It is at this point that clear internal responsibility needs to be defined, roles clarified and an organizational pattern developed to accommodate intent of the Department staff in the wishes of the clientele. Further reference to this organizational pattern is made in the Government of Education section of this report. As it has been pointed out to the Department previously, "Numbers alone will not suffice; there needs to be a reevaluation of the roles.... The state's role is to provide leadership and not to 'put out' brush fires." (Elsbree, Report of the Consultant ...., p. 11.) Through the structure of intermediate and metropolitan districts (described in detail in the Government of Education section of this report), the Department could, working through subunits, spend less time driving, more time in innovative workshops, be more sensitive to principal and teacher needs, and be more readily accessible for consultation in their field of expertise.

STUDY CONFERENCE PARTICIPANTS

Another problem identified by both the Designing Education for the Future survey and the Blackwood review of the Department is that of overlapping fields of service; in short, duplication of effort. A serious look at this problem should be considered by the decision echelon of the Department and appropriate steps to reorganization taken in order to maximize the utiles of talent available. Following this section, a mechanism of periodic evaluation (in-house) should be built into the structure to insure continuation of this policy. This is not easy to do. The spirit of an agency has much to do with the grace of its movement, regardless of organization, but structure helps. Large comprehensive and coherent line administration units (versus detailed compartmentalization or "atomism packed tight") lend themselves to orderly change and also provide clear definition of internal responsibility and accountability. (Nyquist, Emerging Designs..., p. 186.) Additional personnel will be needed in each of the intermediate districts if the Department is to assume its full potential leadership role. Further additional staff will be necessary where personal contact on a high frequency count is identified as a necessity.

Finally, Department publications should be distributed to all school libraries as well as specific individuals within districts. A summary booklet listing services, publications and other pertinent data, including where these materials and services might be obtained, should be sent to all teachers at least once a year. A variation of this procedure could be a periodic newsletter, but this may not be as satisfactory as having all material in one easily located and usable source.

Orientation and Inservice Training

If Department personnel are to offer leadership to the State Department of Education community, they must be constantly abreast of latest innovations and theories, especially in their respective areas. In order to accomplish this, individuals entering Department service need to be made aware of current status of Department personnel and the various role assignments and expectations. Further, personnel within the Department need to be constantly updated through inservice training sessions. This approach will attack the serious problem recognized by the Department review team that considerable evidence indicated there was a lack of knowledge by one organizational area of program elements and of purposes of other areas. Therefore, it is recommended that each area define its purposes and objectives, and that there be continuous cooperation among areas so that coordinated efforts toward accomplishing them may be achieved. The cooperative effort should be not only among chairmen of the areas but among all staff members who are working on common problems, regardless of the area (or department) to which each is assigned.

Transition

The preceding has concerned itself with the functions of the State Department of Education from an internal viewpoint. The remainder of the report is concerned with the products expected of this leadership. If the educational community of New Mexico is to take the big step toward high quality education for all, then the Department could lead the way in at least the three areas herein reported. Other areas of investigation might be appropo, but time and budget limitations established as the parameters of the Designing Education for the Future study, the Educational Program, the Financing of Education, and the Government, or Organization and Structure, of Education. The next section, the Educational Program, includes educational objectives, the instructional program to accomplish these objectives, the staff and supportive staff needed to carry out this program, as well as educational facilities in which to house such programs. The third area of the report deals with the Government, or Organization and Structure, of Education in the state. Considered under this topic is the changing social scene in New Mexico, the school district structure, the relationship of the district to other districts, private and parochial schools, higher education, the state and the federal government. The committee worked on the assumption that each child within the state should be given all of the advantages that might be expected if he were to graduate from a comprehensive high school; therefore, organizational structure considered this unit as the minimal acceptable unit for a school district organization. Where geography or sparse populations inhibit such an organizational pattern, shared resources of administrative districts were considered, as well as recommendations for use of more modern and efficient transportation and communication media. The final facet of the report deals with the finance of education, and included in this report are economic projections, trends in our economy, a review of other potential methods of financing and distribution, both as applied in other states and as proposed theoretically. These various systems are ranked by committee members in order to express their preference, and yet allow for choice, with alternative repercussions clearly delineated.

EDUCATIONAL PROGRAM

EDUCATIONAL PROGRAM

INTRODUCTION

Providing an adequate educational program is New Mexico's most urgent problem. Because recent trends indicate that the federal government tends to do for the state that which the state cannot, or will not, do for itself, New Mexico must act now if it wants to determine its own educational future. If New Mexico's educational program is to accomplish what it must, needed changes must take place. Our educational system must be redesigned so that every person in New Mexico will be educated in accordance with the highest degree of his ability, and in such a way that each person receives education and training until he possesses the knowledge and skills to be productive and self-sufficient. Also, the system must possess the flexibility which will provide for retraining should a citizen lose his occupational self-sufficiency.

The scope of educational goals and objectives, as well as the educational program itself, must change in three ways; (1) downward into the area of early childhood to accommodate social changes and new understandings we have about it and its profound effect upon education and training, (2) outward across the traditional one to twelve grade structure in order to provide for new changes in our society, urbanization, new job structures and requirements, population shifts and changes in societal behavioral patterns, (3) upward to provide post-high school training and retraining so that every citizen of New Mexico will become and remain a self-reliant, valuable, contributing person, possessed with the human dignity of self-sufficiency and wholesome participation in his own society.

STATEWIDE STUDY GROUP

The committee for the educational program has set forth a number of recommendations which are intended to establish and implement an educational program for 1980--a program which will meet the educational needs of the 1980 New Mexico. The time implementation schedule offered in the recommendations section of this report an attempt to indicate a sequence through which the committee felt this report could be most beneficial to the state. The recommendations of the other sections of the report are designed to be interwoven with this schedule.

Beyond recommendations, the committee has attempted to clarify the major goals and objectives for education in New Mexico. Further, it has outlined the main characteristics of the educational program itself, concentrating on the areas where change must take place. In addition, this report contains a rationale for the needed program and changes, as well as some guidelines for educational staffing and educational facilities.

RATIONALE

Educational Goals

Educational goals should be concerned with the ideal--the ultimate in character. They must be broad enough to embrace all variances in the human spectrum. Yet, they must be sufficiently concise and understandable as to gain professional and public acceptance. To attain such goals, the element of primary importance is the most complete development of the individual toward his contributions to the needs of self and of society.

It should be stressed that needs of the individual and society are constantly changing; therefore, the educational system must change in view of these needs.

TWELVE GOALS FOR QUALITY EDUCATION IN NEW MEXICO

GOAL I. BASIC AND INTELLECTUAL SKILLS. To develop the fullest potential of each individual his skills in communication and computation and also an understanding of the natural and social sciences, the humanities, and the arts.

GOAL II. VOCATIONS. To provide pre-vocational and vocational experiences, as well as occupational guidance.

GOAL III. CITIZENSHIP. To develop an understanding of responsibilities of good citizenship and inspire loyalty and respect for the ideals of our democratic society.

GOAL IV. CRITICAL AND CREATIVE THINKING. To develop in all learners skill in problem solving through reading, observing, investigating, and listening, analyzing and evaluating.

GOAL V. SOCIAL FORCES AND CHANGE. To develop in each individual competence to understand and function effectively in a rapidly changing world.

GOAL VI. SOCIAL, CULTURAL AND ETHNIC RELATIONSHIPS. To help every individual acquire understanding and appreciation of persons belonging to all social, cultural and ethnic groups.

GOAL VII. UNDERSTANDING THE SELF. To foster in each individual a positive image of himself through development of self-respect, self-discipline, self-analysis and self-improvement.

GOAL VIII. HEALTH. To help each individual acquire good health habits, and understanding of the conditions necessary for desirable health environment and maintenance of mental, physical and emotional well being. This should include appropriate understanding in the area of sex education.

GOAL IX. CONSERVATION OF HUMAN AND NATURAL RESOURCES. To instill an awareness of the need for conservation of human and natural resources.

GOAL X. CONTINUOUS EDUCATION. To develop in each individual a positive attitude toward the learning process and realization that education is a lifetime activity.

GOAL XI. LEISURE TIME ACTIVITIES. To help each individual use leisure time constructively, broaden his horizons and interests and develop his creative talents.

GOAL XII. FAMILY LIVING. To encourage appreciation of the family as a basic unit of our society through which cultural heritage should be transmitted and moral standards established.

(.N.M.E.A. and T.E.P.S. "Goals and Objectives for Quality Education in New Mexico.")

Attendance

Compulsory attendance is a necessary part of an educational program if the program is going to reach those who need to benefit from the opportunities offered. While our society must provide educational opportunities to the individual, the individual must accept the responsibilities of being a member of our society. The individual is responsible for becoming a self-sufficient, productive citizen. Whenever he is, or becomes, incapable of self-sufficiency, society has an obligation to provide him with the wherewithal to *become* a productive citizen. In turn, however, the individual has a societal obligation to accept and use these opportunities to gain self-sufficiency. The recommendation for New Mexico compulsory education law is designed to help the individual fulfill his obligation.

The law must be written in such a way that every child from age four, and every student through the adult programs, is required to remain in the educational program until self-sufficiency is gained. It also must be written in such a way *that the adult who loses self-sufficiency*, through societal or job structure changes, be required to enter educational or retraining programs until self-sufficiency is regained.

Though it may be difficult to measure potential for economic self-sufficiency, it is possible to measure levels of achievement which relate to skills and abilities necessary for employment productivity. It is also recommended that the State Department of Education refine the Standards for New Mexico Schools so that measurement can be made in quantifiable levels of achievement, not only in the academic programs, but also in technical-vocational programs. Further, the Department should establish a relationship between various levels of achievement and ability of the individual to obtain and hold employment. As our society changes and job structures evolve, the Department must modify not only the programs, but also established levels of achievement so that successful completion of an educational or training program will be a realistic indication of the individual's potential for self-sufficient productivity.

Some non-academic programs involve special work-study or on-the-job training instruction. In programs requiring special out-of-school participation, the compulsory education law should indicate that a combination of work or on-the-job training along with classroom work constitutes full-time attendance.

The law also should indicate that those participating in special programs for the retarded, handicapped or the gifted are in full-time attendance. Exceptions should be made for those who are so severely handicapped that attendance would not be beneficial.

Educational Program - Early Childhood

Of all areas of change that will take place in New Mexico in 1980, the changes that take place in relation to early childhood may be most important. It is clear that a great number of difficulties appearing in later school years and in later life, and the inability of some citizens of New Mexico to be productive members of socially supported programs, are directly traceable to difficulties that arise from early childhood deficiencies. Because these difficulties are very frequently irreversible, an early childhood educational program which would eliminate such handicaps seems imperative if New Mexico hopes to reduce its welfare rolls and to make every citizen productive.

. . . DESIGNING EDUCATION

Some problems are language difficulties, social deprivation, cultural deprivation and economic deprivations, and what is even more tragic, a combination of several of these handicaps.

New Mexico's rich and beautiful Hispanic background has given many splendid, worthwhile cultural advantages to its people, but dominance of the English language over the Spanish language has created many difficulties for its citizens, especially in the young child entering school. The child who has been raised in a Spanish-speaking atmosphere faces tremendous extra burdens when he enters school. He is placed in a linguistic atmosphere with which he is not accustomed and in which he is required to learn new things at an ever-increasing rate. From the first day of school, the Spanish-speaking child and the child whose main cultural heritage has been in a Spanish-speaking setting, faces a losing battle because there is too

FOR THE FUTURE . . .

much to learn in the area of language before the subject matter can be mastered. The medium used in imparting of knowledge is, for all practical purposes, a foreign language.

If New Mexico is to have an adequate educational program, it must eliminate difficulties caused by bilingualism, and further, the state must provide the means to eliminate such difficulties *before* the child enters the first grade.

It would be a sad waste if New Mexico were to lose its Spanish culture. It should be perpetuated. At the same time, the very young child entering school should not be harmed because his environment has been bilingual. His problem is his inability to use *both* languages equally.

> New Mexico's language problem is unlike other parts of the United States where foreign migrants diffused into the American "melting pot" in two generations or so. Indian and Spanish were entrenched in the Southwest centuries before the Anglo came. Civilizations persisting for so long develop a cultural heritage in which pride and allegiance create a natural resistance to absortion into the Anglo culture. (Zintz, Education Across Cultures.)

In New Mexico, as in other parts of the country, a new difficulty common to recent times has appeared--social deprivation. The time when families could live in very small communities without serious concern for the rest of the world has passed. Our way of life involves an ever-increasing number of people, communities and even the rest of the world.

To live with adequate ability to be self-sufficient, every citizen must have ability to associate with others in a way that lends itself to productive social intercourse.

Cultural deprivation in New Mexico has been the subject of a great number of research projects and evidence is overwhelming--there is such a thing as cultural deprivation, or as some put it, cultural disadvantage. However put, it does exist in New Mexico; it causes educational difficulties in varying degrees, even to severe mental retardation; and most important, even though the problems caused by cultural deprivation are for the most part irreversible, *they are preventable by early childhood compensatory education.*

> Failure to gain basic developments in the home will handicap a child in later learning and prognosis for educational development is poor. Constant frustrations by demands of the typical elementary school may likely force a child to escape from the virtual imprisonment which school represents. Ideally, early intellectual development should come in the home and some efforts have aimed to help parents learn how to teach their children. But a conspiracy of poverty, broken homes, slum living, large families and illiteracy brings pessimism for such possibilities except for rare, exceptional children able to overcome these handicaps.
>
> Basic learning up to age five or six holds much influence over later learning and if not adequately provided in the home, then it is the responsibility of the schools to insure intellectual development equal to that of children in more culturally advantaged homes. If this basic education is left undone, work of the schools for the next ten years often is futile and wasted. Studies in the U.S. and abroad demonstrate that culturally deprived children can be brought up to satisfactory readiness for regular school, and if done on a broader base, then regular procedures which are effective for advantaged children may also be effective for culturally disadvantaged children.
>
> If parents cannot provide this training adequately, then the school is the logical agency to do it. (Bloom, Compensatory Education.)

Economic deprivation creates difficulties for children because it deprives them of many material things needed to develop necessary behavioral experiences at an early age when there is an educational significance to such experiences. Another facet of the economic problem is that often there are health and nutritional problems associated with the lack of material things. Research indicates that deprivation is not equally spread over the various ethnic groups which make up New Mexico's population.

> The Spanish-Americans are economically disadvantaged. In 1959 the median income of the group was just above $1,900 per year in the three states. Even in urban areas the median income was less than $2,300.
>
> They are educationally disadvantaged. In the three states the median years of school for persons 14 or older was just above 8 years for Spanish-Americans, while for the non-Spanish it was above 11 years, almost a high school education.
>
> The intergroup communication problem in respect to Spanish-American arises from the fact that, in addition to existing disadvantages, they may not be noticed quite as much in 1980. They may be even less understood by a majority of outsiders. Some hope may exist, however, in that much of the appeal of the Southwest is its history. That history markedly includes a long period of Spanish contribution. (Sutton, The Searching Man.)

The comments made herein concerning the culturally deprived apply to all ethnic groups within our state. The culture of these groups should be included where applicable in the educational program. The total educational program should include cultural interaction and inter-cultural appreciation for all students.

It is disappointingly true that often the difficulties mentioned above are compounded in that some children suffer from more than one sometimes all of them. Also, it is evident that some fortunate and aggresive ones manage to avoid such difficulties completely. It then becomes obvious that any childhood program adopted by New Mexico must have built-in flexibility to adequately compensate for the tremendous range of abilities found in very young New Mexico children.

If New Mexico is to have the kind of an educational program needed, it must begin at least with the four-year old. Such program must include a screening process to determine amounts and kinds of compensatory education each child needs to properly qualify to enter kindergarten.

Kindergarten (described below) has its proper place in the educational program and must not become the arena where cultural, language, social and economic difficulties are merely perpetuated, if not exaggerated and magnified. Within reasonable limitations correction of such difficulties must take place prior to the first level of general instruction common to the whole school population.

Because deficiencies caused by the various deprivations run on a continuum, ranging from no deficiencies on the low end to severe deficiencies on the high end, the program will have flexibility which will keep some children only a minimum time for evaluation, and would keep the severely disadvantaged child a full school year or more, if necessary. Help offered by the instructional staff will become increasingly more effective for the severely deprived child because as the school instructional period (quarter or semester) advances, those determined to be prepared for entrance into kindergarten would be withdrawn. Thus, the student-teacher ratio would continuously drop to lower numbers as the instructional period progressed. This would mean those most in need of compensatory education would not only have the longest time in the educational program, but also would have the most individual attention.

The cost of such a program is justified because cost of education --even compensatory, early childhood education if far, far less than cost of remediation in later years, or even worse, the cost of perpetual public maintenance--welfare or institutional care.

There seems little doubt that our public schools will be on a twelve-month, four quarter basis by 1980. At the beginning of each instructional period each child who had attained his fourth year would, under state law, begin the screening process at his elementary school. This would allow a new group to begin every instructional period, thus making use of the early childhood instructional staff.

During the first four weeks of each period the educational staff, along with the guidance staff, would determine educational needs of each four-year old child. Those found free from need of compensatory education would be released until time for entrance into kindergarten. Those students needing language or other types of compensatory education would stay in the program until the difficulties are eliminated. The four-year old child found free from need and whose social maturity indicates readiness for kindergarten may enter that program at the next quarter. In this way flexibility would be geared entirely to the needs of the early childhood students without regard to age or other artificial structure.

Kindergarten

The early childhood program outlined above for four-year olds is mainly a compensatory program to eliminate certain kinds of difficulties created by disadvantages. The purpose of kindergarten is different. Kindergarten is to provide the child with pre-determined kinds of learning experiences as a preparatory step to first grade, as a readiness program.

The goals of kindergarten are as follows: To encourage and teach children (1) everyday phenomena in many first-hand, sensory ways, (2) an understanding through repeated personal experience, (3) to question and think for himself, (4) to enjoy the satisfaction of solving problems or working at the learning of skills, (5) to wonder and indulge in resourceful use of dreams and fancifulness through aesthetic, literary and dramatic experiences, (6) to symbolize ideas with pictures and signs as well as the spoken work, (7) to become aware of spatial relationships... shape, size, weight, height and distance, (8) to weave learnings through play explorations and (9) to remember, believe and live their experiences. (Howell, Learning Experiences....)

The early childhood compensatory and kindergarten programs would virtually eliminate need for "grade retention" or "failing." Repeating a grade is inefficient and financially disastrous. The Department Monograph No. 11, February, 1968, demonstrates this inefficiency and strongly supports the need for an ungraded primary.

> New Mexico will spend about $2.2 million this year on children who are unable to complete the first grade in the standard nine-month period.
>
> Seventeen percent of the public school children now enrolled in the first grade are either repeating the grade or are in a "pre-first" grade class leading to first grade. This amounts to 4,779 children out of a total of 28,398 currently enrolled in first grade.
>
> Second grade repeaters are significantly fewer in number; 1,544 children or 6% currently repeating the grade out of a statewide total of 24,961 second graders. Third grade repeaters are still fewer with 887 or 4% of 23,393 on their second trip through the grade.
>
> In the first three grades of the public schools, a total of 7,210 pupils or 9% are repeating the grade they are in.
>
> Considered in terms of teachers, approximately 160 more are needed for the first grade repeaters, and salaries alone amount to over $1 million, using the average elementary teacher's salary of $7,063 per year. (Mayhon, Monograph No. 11.)

Educational Program - Elementary

Elementary education usually consists of a program with the traditional first grade through sixth grade. Most often the lower half of the elementary grades, one, two and three, are called the primary grades.

It is false economy to believe that simple repetition of a grade level solves educational problems for the slow learner. There are more complex things involved. A child does not grow intellectually in an "even" manner. That is, he learns some things more rapidly than other things and some things may be especially difficult for him. For example, he may lack "readiness" in computation for a year or so while he advances smoothly in other subjects. Since children do not learn all subjects at the same rate, and that each child is different, New Mexico must have a primary educational program which will provide for differences found in individual children or should have ungraded primary instruction so that each child may have an opportunity to learn necessary basic skills before advancing.

Another practice used but does not solve any problems is *social promotion*. This creates new problems for the child who is simply "passed along." It places the child in a position of having to learn, not only what he missed the previous year, but new and more difficult things in the current school year. With each passing day this child has less chance for success. He will have little chance of successfully completing a program which will lead him to being a self-sufficient, productive citizen.

We need an educational program success oriented rather than failure oriented. We must look to achievement rather than endurance.

In the ungraded primary program each child has opportunity to learn necessary basic skills at a rate and at a level commensurate with his ability and previous education without regard to age or number of years of previous schooling, which are, in the final analysis, artificial and irrelevant structures. Achievement in a given field of learning is the only criterion for progression to a higher level of work within that field.

Primary grades should be such that a child who needs to spend extra time in a specific subject would have the opportunity to do so. For example, if a child at the end of the first grade was competent in all areas except computation, he should go on to the next level in all areas except computation. Should it become necessary, he may spend an ever-increasing amount of time in his weak areas until he is able to advance to the level of his other subjects. The ungraded primary will give New Mexico education flexibility necessary to make instruction as individual as circumstances require.

The Middle School Program

The middle school years cover a span from the sixth through ninth grades. In New Mexico there have been many combinations within that span. Some have been the three-year junior high school, covering seventh through ninth grades. Some have been the two-year junior high, eighth and ninth grades.

Some have been the three-grade middle school, sixth through eighth grades. There are also some combinations of mid-high operating with a two-year high school. Research and experience indicate that two-year schools, whether mid-high or high school, are not desirable. Whatever system is used, it seems best that a minimum span must be three years. This would give each student an opportunity to feel as though he has his roots in his school and that he would in turn foster a security of belonging that would be beneficial.

Because of the large span of variations in the middle school in New Mexico, it seems necessary that the Department set down certain levels of achievement each middle school student must meet. The middle school should have flexibility to allow educational exploration, one of the main characteristics of the middle school concept.

Those middle schools, most frequently the junior high schools, which have programs so strictly structured that the student really has little or no choice of elective subjects for the purpose of educational exploration, have defeated the purpose of their existence. Unfortunately, one does not have far to look in our state to find examples of this weakness.

Parallel with the regular middle school program are the special programs for the retarded and the gifted, as well as programs for regular students who need remedial help in certain subject areas.

Educational Program - Chronological Age

From the outset of American education there has been implicit relationship between the number of years of life and the grade level of intellectual achievement, yet God has not created us all with equal ability. Just because a child has reached a certain age has no relevancy to his educational achievement or his ability to learn. An educational program based on chronological age, when analyzed, appears as a folly--a deception upon ourselves and our children. Children develop intellectually and physically at different rates without much relationship to age. Even more significant is that development in subject areas may vary widely in a child so that he may be at two, three or more levels at any given age.

The New Mexico educational program, if it is to be adequate must have flexibility to compensate for varying degrees of educational achievement of each and every child. A *good* program will not allow promotion beyond ability--a failing situation--while, at the same time, it must not permit the harmful consequence of "grade retention." It seems an insolvable problem; however, there are solutions.

However, as the ungraded program advances to upper elementary grades, through the middle school, and on into high school, an adjustment must take place. This adjustment must come in special remedial programs in various subject areas. Thus, an educational deficiency could be corrected when it arose. For example, a student may have progressed satisfactorily in language arts until his ninth grade, where he encountered difficulty. At that point he should be placed in a remedial language arts program. When his difficulties have been resolved, he would return to the regular program. This flexibility must be designed so that remedial programs are available to each student who needs it and in one, two, or however many subjects need dictates. The parallel programs are: Remedial, where students capable of improving can get special help; slow learner, where slower students have programs designed for their levels; and gifted programs for those who have higher abilities.

These special programs create a much more homogeneous student population in the regular programs. Though there is merit in natural homogeneity of a group, the extremely large spread of abilities caused by students who are deficient in the subject matter combined with the gifted causes teacher ineffectiveness.

The student must not be placed where he is required or made to feel he is expected to perform beyond his ability simply because he is a certain age.

At the other end of the scale, education must also provide for the advanced student without placing him in an environment socially far beyond his age. The program must satisfy educational needs of the gifted student while, at the same time, it does not place him in a situation where demands on his personal life and his social life would be beyond his capabilities.

This, then, means that the educational program would at the early childhood and elementary end of the program compensate for individual differences by ungraded structures and opportunities in any given subject area without regard to chronological age, while at the other end of the continuum, high school and adult programs would compensate for individual differences with programs according to individual ability without regard to an artificial "grade level" in the subject matter. It must be able to provide for every educational possibility.

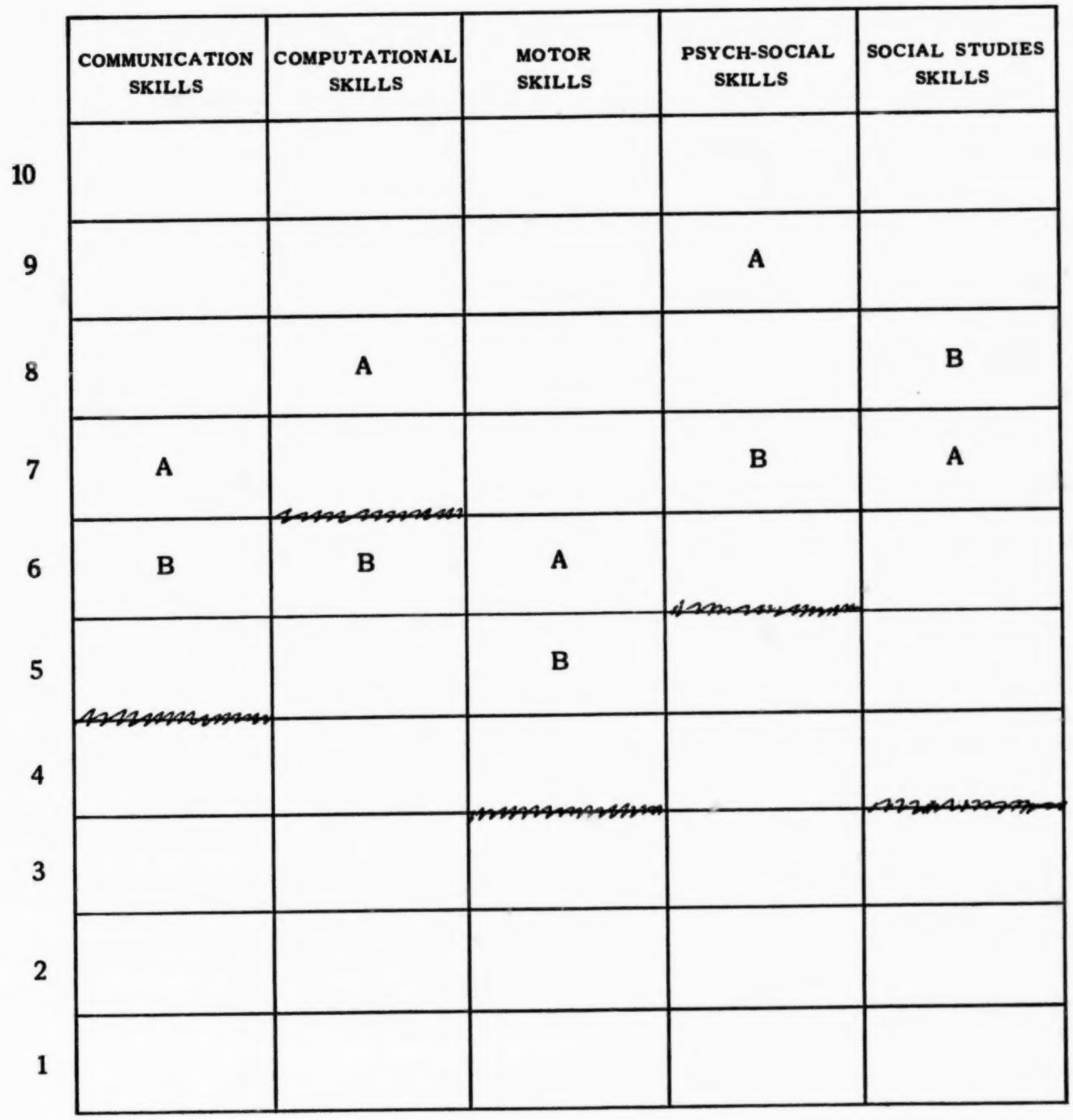
Achievement Criteria

In almost all secondary schools credit in various subjects is measured by the Carnegie unit. Along with this, students who "pass" courses are given letter grades, ranging from "A," excellent, to "D," poor. In some New Mexico schools an "E" represents "minimum passing," which seems to be another name for social promotion. There is seldom any definite relationship between what is actually achieved by the student and what is given as a grade and credit. A student with grade and credit may or *may not* actually have achieved the skill and knowledge contained in the course. In the case of the "E" the credit is given and the *lack of actual achievement is acknowledged by the teacher and school.*

Better criteria for measuring achievement are needed for the 1980 school. State established criteria will relate directly to actual ability to perform.

Because of possible wide variations in establishing levels of achievement, if left to individual schools, it seems best that the Department establish and describe criteria to establish statewide uniformity in measuring success and achievement levels would have significant relationship to actual ability in the subject area.

Toward this end, a further refinement of the Standards for New Mexico Schools seems necessary.



	COMMUNICATION SKILLS	COMPUTATIONAL SKILLS	MOTOR SKILLS	PSYCH-SOCIAL SKILLS	SOCIAL STUDIES SKILLS
10					
9				A	
8		A			B
7	A			B	A
6	B	B	A		
5			B		
4					
3					
2					
1					

This is an example of minimal levels of achievement. This chart is for demonstration only and the levels indicated here are only hypothetical, having no real significance.

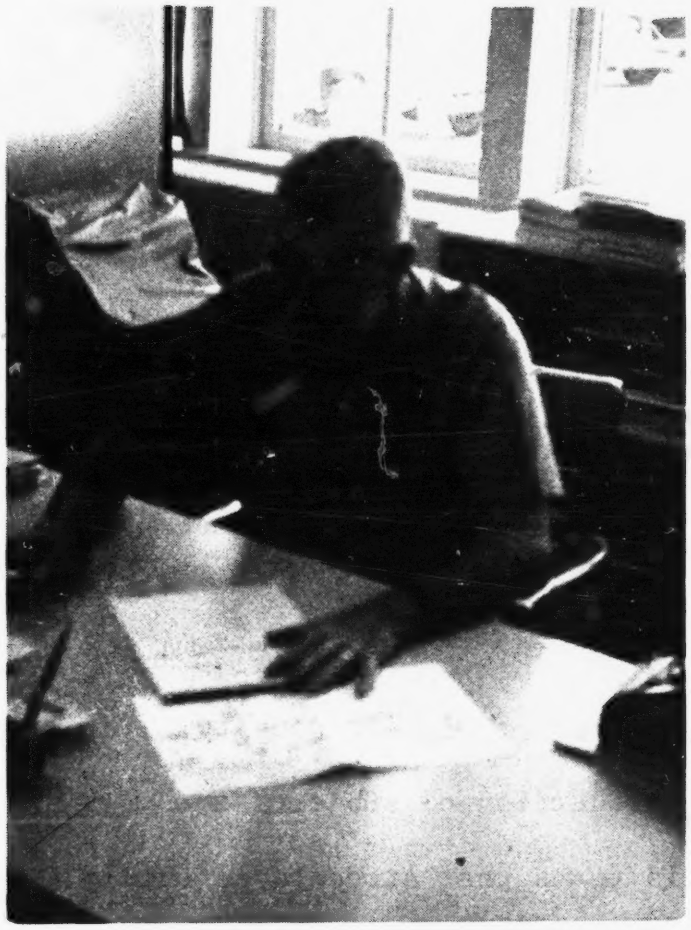
The chart indicates that student A is ready for the world of work. Student B needs more work in computational skills before he is ready for the world of work. The recommended compulsory attendance laws would keep student B in a profitable program until he is ready to take a productive place in society. The educational programs must provide an appropriate computational program for student B.

Another good reason for setting levels of achievement on a uniform standard is that it will help eliminate great variations in course content. For example, what is college preparatory and non-college preparatory largely depends upon factors other than the title of the course or the grade received.

The Comprehensive School

There are many areas in New Mexico with low population density. In these areas the high schools offer limited selection of subjects and limited credits in each subject area. This means that students in thinly populated areas do not have an opportunity to receive education equal to those in more densely populated areas. Going beyond fairness of opportunity, these students who do not live in towns large enough to support a comprehensive school simply cannot obtain as useful an education as others. The 1980 program must reach *all* students. It would be ridiculous to build and staff a completely comprehensive school in every community; however, there are some solutions.

The comprehensive high school can offer more variety of subjects and greater quantity of credits in each area. Minimum student population in a comprehensive high school is 750. School districts should be combined so that every student is part of a comprehensive program. This will involve transportation, which in some cases will be costly. However, the cost of transporting a student for three or four years is small compared



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to keeping him on welfare for forty years. Hence, public school children should be transported to the comprehensive high school without regard to driver-student ratio and without regard to distance. If once-a-week transportation along with school boarding is necessary, then it should be provided by the state. Weekly travel and boarding will be necessary where children are isolated by severe weather or prohibitive distances.

In areas where travel is particularly difficult, it may be possible to operate a comprehensive high school so that travel is necessary only once or twice a week. For example, a school with lab facilities could be built in a central location. During the school week, non-lab courses could be taught in all local places, or even via television. In the town where the lab facilities exist, the students from that town could have science with lab all day Monday. Students from other areas could be bussed in one day a week to take advantage of the large school and laboratory facilities. In this way all students would have the advantage of other non-laboratory courses and have to travel only one day a week. It may be desirable to have some of the classes taught by expert teachers over television, or in extremely remote areas radio may be used. The point is that the technology for the comprehensive high school exists in the state today. Only some slight changes in facilities and some major modifications in our laws and policies are needed. Also, we can look forward to a number of advances in transportation by 1980.

In recent years much thought has been given to the comprehensive high school by experts throughout the country. Dr. William P. McLure conducted a thorough research into the comprehensive high school in the State of Illinois. His expertise has been brought to New Mexico as an advisor and consultant to the New Mexico Designing Education for the Future project. In relation to the curriculum of the comprehensive high school, he says:

> The comprehensive secondary school is the structural concept that calls for organization and operation of programs and services to meet the needs of every individual. Its implementation has been severely limited by a number of circumstances; the most obvious limitation is imposed by small size or number of pupils. Lack of adequate financial support for staff and physical resources has hampered schools of all sizes. Another restriction has been the cultural bias or the prestige structure of communities. Some have placed such heavy emphasis on "college preparatory" programs that the needs of students who do not attend college have been neglected. A shortage of talented teachers has been a fluctuating, though chronic, restriction in the various fields of instruction.
>
> The concept of the comprehensive secondary school is based on the principle of affording all pupils the opportunity to share in common educational experiences for part of their time but to go separate ways for specialized work for the other part. This approach seems to be the most feasible one to use in organizing formal high school education. In the urban centers the concentration of student population affords an opportunity to organize schools to meet these demands.

There have been many research projects throughout the United States which have analyzed schools. One of the research projects was conducted here in New Mexico for the Study Committee on School District Structure. The conclusions of that study support the recommendation for comprehensive high school districts.

> Scope and achievement. There seems to be almost unanimous agreement that every district should offer both elementary and secondary programs. However, there appears to have been very little written about the enrollment required to provide an effective program of elementary education. At the secondary level, a "comprehensive" high school is needed. As has been noted in the discussion of school size, Conant suggests that a minimum of one hundred students in the graduating class is needed if this kind of program is to be realized. (Pool, The Relationship....)

Post-High School Program

Though there will be many changes in all parts of the New Mexico educational program by 1980, one of the greatest will be in post-high school programs. One aim is to keep the student in the educational system until he can become a self-reliant, productive citizen. For nearly all citizens this will mean participation in some post-high school program.

Some programs will be continuations of academic pursuits leading to higher education and higher degrees--bachelor's master's and doctorate. Others will be in vocational and technical areas. These may be the most comprehensive because they will be able to prepare students for specific employment. These also will be comprehensive in that they will accommodate the new high school graduate, transfers from vocational high school programs, and most important, that segment of our adult population who must have job training or retraining to become productive citizens. Adults will be able to enter these programs without regard to age or previous schooling.

Along with post-high school programs is the New Mexico Military Institute, which fills certain educational needs. Specific aims of the Institute are: (1) To offer an academic program of general and pre-professional education, (2) to stimulate desire to learn and to promote effective habits of study, (3) to provide a sound basis for further education, (4) to promote sound health and altertness by means of military training and directed athletic programs, (5) to develop responsibility, self-discipline, dignity and good character, (6) to educate students to discharge proficiently the military obligations of citizenship, (7) to give students opportunity and direction in the art of leadership, (8) to encourage all students in the profitable use of leisure, (9) to develop in students the art of social propriety, (10) to emphasize man's dependence upon God.

A main characteristic must be that every citizen of New Mexico who needs a kind of education in order to be a productive citizen of the state, it will be made available to him. One of the dangers facing America in the first half of this century is that our country is becoming a two-class society in which a majority are productive and affluent and a minority are indigent and dependent upon social welfare. The one factor that can ward off this danger is an adequate education for every citizen.

Technical-Vocational Educational Program

The educational area of technical-vocational training has special characteristics that set it apart from the other areas of the whole program. One is that the immediate goal at the end is employment placement.

Another is that the program is open to all adults with little regard to previous education. Previous educational achievement is considered only as a matter of necessary prerequisities, not as "levels" of attainment.

The unique terminology of the technical-vocational education is another special characteristic of the field:

Area Vocational School

1. A specialized high school used exclusively or principally for vocational education, or

2. The department of a high school exclusively or principally used for vocational education in no less than five different occupational fields, or

3. A technical or vocational school for vocational education, or

4. The department or division of a junior college or community college or university which provides vocational education leading to immediate employment but not to a baccalaureate degree.

Vocational school must be available to all residents of a state or a specific area. Also, if an area vocational school is organized as (3) or (4), it must admit as regular students high school dropouts as well as graduates.

Cluster Concept. This refers to vocational education directed toward preparation of individuals for entrance into a spectrum of occupations. The occupations selected for the cluster are those found to require the same proficiencies in a number of areas such as measurement, communications, mathematics skill and general information.

Cooperative Part-time Program. This plan is for personnel enrolled in a school and who receive part-time vocational instruction in the school and on-the-job training through part-time employment.

Day-trade Classes. These are for full-time students who have selected a trade or industrial pursuit and wish to prepare for employment in that technical and other related subjects needed.

Distributive Education. A cooperative part-time program in distributive occupations.

Industrial Cooperative Training. A cooperative part-time program providing training in a trade or industrial pursuit.

Job-oriented Home Economics. Designed to prepare persons for employment in occupations involving knowledge and skills in home economics.

Occupational Education. A lower level of training for students in secondary schools who cannot profit from regular vocational educational program.

Occupational Work-Experience Program. Designed for academic under-achievers who cannot profit from the regular vocational program. Work experience in low-level jobs is coupled with special academic courses.

Technical Education. To prepare technicians for relatively new semi-professionals in the labor force between the engineer or scientist and the skilled craftsman. This training is normally available in a post-high school, collegiate-type program and usually structured into a two-year curriculum. Ability to apply scientific and engineering principles distinguished this from the skilled craftsman program.

Vocational Education. The term, in its most general sense, is education or training that prepares one for, or upgrades one in, a gainful occupation. Time is no factor. Training for any of the occupations could be classified as vocational education. A more widely accepted definition restricts it to training for non-professional occupations such as office, industrial, service, agricultural, and health occupations.

Vocational-Technical Education. A general term encompassing all programs of vocational and technical education. (Bettina, Vocational-Technical Education....)

Occupational groupings. Vocational education became a reality with the Federal Smith-Hughes Acts making funds available for promoting vocational education throughout America. Since 1917 the following programs were developed: (1) Farming and agriculture, (2) marketing and distribution, (3) home economics, (4) trades and industries, and (5) nursing and health occupations. Some programs also developed for office occupations and other special occupations. In many ways this dictated how state and local programs were established and developed.

New directions for vocational education. The Vocational Education Act of 1963 greatly broadened the scope and possibilities for expanded and improved offerings throughout America. It provided unearmarked funds for developing a broad vocational program rather than for specific occupational categories as listed above. The act provides funds for vocational education programs for (1) persons attending high school, (2) persons who have completed or left high school but are free to study full time in preparation for a job, (3) persons who have already entered the labor market but need training or retraining, and (4) persons who have handicaps--academic, socio-economic, or other--that prevent them from succeeding in the regular vocational education program.

Vocational guidance essential in all aspects of vocational education. Career decisions are very important to one's total happiness and probably some of the most difficult made during one's lifetime. Vocational guidance services assist students to determine their best interests, capacities, and potentials.

Occupational education in New Mexico--challenge to all. New Mexico has shown a slow, steady growth in vocational and technical education, such as apprenticeship programs, vocational education in the public schools, education within business and industry, contributions of vocational education to the various war efforts, special programs for special groups, vocational and technical education at the post-high school level, and developments during the last ten years.

With a rapidly changing social and economic picture, the unique needs of a tri-cultured society--Anglo, Spanish-American, and Indian--there are still many urgent needs and unsolved problems related to occupational preparation, adjustment on the job and advancement. The program should develop a mutual understanding and appreciation of these differing cultures and promote cooperation among all groups. (Runge, Philosophy and Objectives ....)

In spite of all the problems and frustrations facing vocational education, the following points may very well characterize vocational education programs at the thirteenth and fourteenth years by 1980.

1. The definition of vocational education will describe three levels of instructions: (1) Pre-vocational instruction, which will be primarily in grades 7-12 or as special introductory courses at the thirteenth year, (2) manipulative-skill instruction which will include skill training with a minimum amount of instruction in theory, and (3) subprofessional instructions in theory as well as practical application.

2. Pre-vocational education will be integrated into the curriculum of one or more secondary schools of all systems just as English, mathematics, and science are now considered integral parts of all curricula.

3. Area vocational schools offering instruction in the manipulative skills and subprofessional levels will be established so that at least ninety-five percent of the population will reside within seventy-five miles of the school. Regular bus routes will be established between the school and the most populous areas.

4. State or university-operated inservice training programs will be developed to upgrade instructors' competence in technical as well as instructional areas.

5. The scope of curricular offerings will be broader than most present programs. The concept that an area vocational school offers primarily, if not only, training in those skills in demand in the immediate geographic area will yield, because of the mobility of the labor force, to the concept that the nation is the employment area.

6. Vocational programs will be financed at a much higher level with federal funds. This will become necessary because, first, the costs of vocational education are greater than general education; and second, the consideration that the nation is the market for graduates discourages a high level of local support. (Uxer, The Functions and Status....)

Vocational Programs at Lower Levels

Vocational-technical programs must not be limited to post-high school years. There should be remedial programs and special programs wherever needed. Some students lean toward early identification with the world of work. It should be possible to start these students in vocational training early. A good example of how this can be accomplished is found in the Hobbs Vocational Core Program, which seeks to meet these aims through a program designed for each individual. Teachers are allowed to develop students' schedules in any way they feel will benefit the student. On-the-job experience for boys and girls at the junior high and high school levels plays an important part. At the secondary level, some students work at a steady job where their only connection with the school is the teacher.

The Educational Staff

Along with many other changes that will take place in New Mexico education by 1980 will be those involving the educational staff.

There will be many desirable changes and refinements in preparation of the teacher. Significant improvements must be in student teaching so that practice will become a more meaningful preparation.

Also, the Seventies must see improvements in the teacher training program. Preparation should include some early student teacher experience to assist the teacher-to-be in realistic appraisals of his choice to be a teacher. These experiences must occur early enough so that the trainee would not hesitate to change his choice should he discover that teaching is not desirable for him. Also, this would give instructors an opportunity to discourage trainees early so that those judged as not good teacher potential could be directed into other fields. It is a tragic injustice to children to wait until the new teacher is in the classroom to discover that being a teacher is a mistake.

Some significant changes will take place in the area of paraprofessional personnel. Projections indicate that the shortage of teachers will extend through the Seventies and beyond 1980. It will become necessary, if not imperative, that classroom teachers be supported by trained personnel to perform supportive tasks, yet need not extensive training that the teacher has, nor command the salary of the well-trained instructional staff.

Paraprofessional personnel can do student work correction, record keeping, preparation of instructional materials, administration of tests, typing and supervision of students in non-teaching situations. A consensus among educators seems to indicate that a desirable ratio is about five to one. A natural source of some kinds of paraprofessional personnel is the college graduate, non-working housewife in the community.

Another will be certification of teaching personnel and other professional school personnel. As the needs for greater specialization and higher qualifications increase, the requirements for certification of personnel also will change. This is a good and desirable aspect of the changes in the educational program; as requirements rise, the quality of personnel also will rise.

An important element in teacher preparation is inservice training such as workshops, special inservice programs and leaves of absence from the classroom for retraining or other educationally profitable endeavors. Education and training is an ongoing process, no matter how much education the teacher has had.

Financial compensation for time spent in fulfilling recertification needs is intended to strengthen the system. The school district should provide both time and salary during training required for recertification.

It is impossible for any teacher to rest intellectually and professionally, for our changing society creates new educational needs, requiring new goals and programs, and hence, an ever-changing classroom teacher.

Emerging Perspectives of Educating Teachers Through Differentiated Roles

Experiences with differentiated roles, the Las Cruces-New Mexico State University demonstration center, and the examination of literature relative to the concept of "The Teacher and His Staff" have greatly influenced our thinking about educating teachers. The following emerging perspectives may cause us to make major changes in the design of programs:

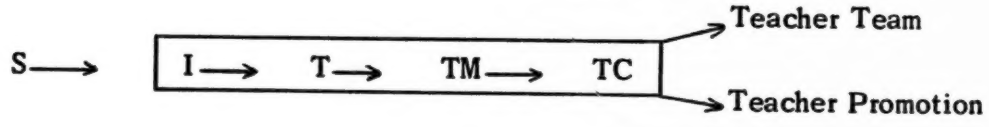
The teaching profession should drop the use of the terms preservice and inservice and give attention to integrated educational programs which will help teachers to be more effective each day of their career, from the freshman year of college to retirement. The "pieces" of a teacher's education often serve to confuse and frustrate the teacher instead of increasing his effectiveness.

It may be that universities should give priorities to local schools requesting continuing teacher education services that are also willing to contribute to the education of prospective teachers.

Whether students remain in teaching until retirement might well depend on the ability of the school to utilize their talents and on the continuity of their educational programs.

Plans of a teacher promotion should be organized around teacher growth potentials. Team leaders, professionals and paraprofessionals are terms which may contribute more to separation than to integration of educational programs. An organization of Student (S), Intern (I), Teacher (T), Teacher Master (TM) and Teacher Consultant (TC) is a simple but perhaps workable model for teacher growth and promotion.

Teacher Growth and Promotion Model



Students preparing for teaching should understudy each position on the teaching team and act as catalysts for the different agencies and professionals contributing to the education of the teaching team.

Professionals (I- T- TM- and TC) should participate in educational programs designed for their respective positions, and they, too, could act as catalysts for the different agencies and professionals contributing to the teaching-learning process.

The necessity of educating personnel for and in such teaching positions could become the motivating force in the development of educational programs for each team position. It would also be necessary to develop an integrated plan for educating teachers in the lifeling pursuit of their careers.

As society and knowledge change, professionals need to know more and more of what students are taught. Students need to learn about the real world of the school, and teachers need to learn what the real world of the school ought to be. Plans of integrated teacher education could serve both groups and both purposes.

The teacher and his staff could become a formidable status-quo barrier to new personnel unless they are engaged in continuous educational programs.

The process of educating teachers need not have direct relationship to certification, licensing, or degrees. Too often these requirements are unrelated to what professionals do and need to know in the classroom. (Roush, Donald C., Educating Teachers.)

Some broad conclusions can be made about possible future teacher education programs in New Mexico. There is both a teacher shortage and a teacher oversupply. The shortages exist within certain fields, rather than in general numbers. New Mexico teacher education programs of the future will need to emphasize the career counseling of their students.

There may be more public school experience available earlier to the student of education. These experiences will be augmented by controlled observations of classrooms by videotape and through the use of other educational media.

By 1980, the New Mexico colleges and universities may well have competition with their teacher educational programs. Industry may be training teachers in specialized fields and technology.

At the present, New Mexico is not making full use of the potential help that teacher education programs could provide to the public schools and vice versa. This is partly due to the distances that separate many schools from a college or university, but the major reason seems to be a simple lack of communication between college people and the people of the public schools.

The methods of screening people into teacher education programs are coming under close scrutiny. There are many New Mexicans who feel screening is necessary. State Senator Eastham of Bernalillo County said:

> We will have to begin to support our colleges of the future by making decisions about which people are college material.

The changes which New Mexico colleges and universities will undergo as institutions will also affect teacher education programs of 1980. The trend seems to be for each institution to strengthen its own specialties. Community colleges may be created to handle undergraduate work while the larger universities concentrate on graduate work and research facilities. State Senator Smalley of Hidalgo County feels that New Mexico needs to produce more teachers even if it involves reexamination of the old concept of normal schools.

Finally, to make possible the necessary changes in teacher preparation programs, there must be continued support from the New Mexico legislature. Educators and legislators will have to open better paths of communication so they can accurately evaluate their respective positions. Since the people of New Mexico are the ones who must finally give this support, they should be kept informed as to the value of the teacher education programs, the successes and failures.

This coming decade may well be the one which determines whether the teacher educational programs will be able to meet the needs of New Mexico. With proper support, and a willingness to meet change, the future will hold promise. (Buescher, Jimmie Lou, New Mexico Teacher.)

At the elementary level one of the most beneficial aspects is community helpers. This is when the young student learns about his community and the people who make it operate for the common good. An effective way to teach in this area is to have the policeman, the businessman, the provider of community services come into the classroom. To encourage use of community people they should be compensated for their time and effort. This will place them on a professional basis and raise the quality of services provided and insure they are adequate. Further, it will free the teacher from public relations obligations and allow time for other duties.

Student-Teacher Ratio

An ideal student-teacher ratio of twenty-five to one is good, yet is financially feasible. However, New Mexico has unique problems in certain locales. In thinly populated areas a comprehensive program will be difficult, even with added transportation facilities and boarding facilities.

Where student population is not sufficiently high, the program should be maintained with student-teacher ratio adjusted to meet needs of that particular district or school. This will assure every student equal opportunity for an adequate education.

Staffing of technical-vocational programs has special problems and requires special consideration. David Houston of New Mexico State

University made a study of projected qualifications in technical-vocational fields by 1980.

> Projected qualifications show an increase in requirements and certification of instructors in 1980. Service areas with minimum requirements of a bachelor's degree increase to a master's degree with strong demands of philosophy, history, and methods of vocational education.
>
> Areas with requirements less than a B.S. show a strong demand for occupational experience at high school and post-high school levels.

The Twelve-Month, Four-Quarter System

Schools that have student population to support them should adopt a year-round timetable. Though there are advantages and disadvantages, benefits hold the edge.

Because the educational program will be operated in terms of achievement, the full year, four-quarter system will be advantageous to both slow and gifted, as well as regular students. The slow student will have more time for remedial work without falling behind. It also will help the concept he has of himself. The gifted student will not be accelerated, but will investigate areas of learning in great depth without the cramming.

The four-quarter system will give teachers time to obtain necessary retraining. Also, the teacher who feels financial necessity for summer work will have opportunity to work all four quarters for most school years.

In areas where student population is insufficient to support a four-quarter system, reduction of the program should be forbidden. In such areas, a good summer program would be of great help. Summer programs are most beneficial to the remedial student. However, summer programs should also be expanded to include programs for the gifted.

The Legislative School Study Committee has looked into the advantages and disadvantages of year-round education.

ADVANTAGES

1. The building plant and other equipment are not idle for one-fourth of a year.

2. Fewer buildings are needed, thus effecting needed economics in plant construction, debt service, and insurance premiums.

3. Theoretically, the same school plant, staffed by the same number of personnel, provides for 25 percent more pupils.

4. It does away with need for double sessions in overcrowded systems.

5. Fewer books are needed at any one time.

6. It provides better opportunity for the pupil to make up work lost because of extended absence.

7. Teachers voluntarily work year-round, which helps relieve teacher shortage and solve their summer employment problem.

8. Delinquency in the summer should be reduced; certainly it would be redistributed equally throughout the year.

9. Year-round operation would tend to stabilize the job market and community economic cycle.

DISADVANTAGES

1. Some studies show cost of operating an all-year school is greater than cost of constructing and operating a 10-month school.

2. Maintenance of the school plant becomes more difficult with the schools continually in operation. Extensive cleaning and repair can be done only at night or on weekends thus requiring overtime pay.

3. Maintenance costs necessarily increase since the plant is in steady use; this offsets the theoretical economy to some extent.

4. Accelerated replacement of textbooks and other instructional materials would reduce any savings resulting from decrease in quantity in use at any one time.

5. Many parents are less than enthusiastic about having youngsters home for 12-week vacations during "unconventional" seasons.

6. Pupil time is wasted by having to readjust to new classmates, schedules and teachers four times a year.

7. Coordinating extracurricular activities--varsity sports, band, dramatics--would become extremely difficult with one-quarter of the student body out of school each season.

8. The burden of administration and supervision is greatly increased. (Coss, School Study Committee, Year-Round Education.)

Textbooks

The concept, one book, one student, must not only be abandoned, but discouraged and teachers should be encouraged to use multiple classroom sets of different texts. Advantages are numerous and great. When a classroom has several sets of texts, students have available thinking of several different authors. In purchasing texts by classroom sets the school will find it much easier, financially, to keep new texts available. Also, it will be easy for the teacher to have texts available which will meet the heterogeneous reading abilities found in any classroom.

Control of the selection of texts should be placed with the district. This will allow the district to select the texts suited to its particular needs. However, selection of materials must go beyond texts. There are available *now* excellent instructional aids that are not texts in the strict sense of the word. The district should be free to use whatever instructional materials it chooses to use to meet the needs of its students. The 1980 schools in New Mexico should see wide use of the new educational technology.

This recommendation is not intended to give districts irresponsible authority in expending funds for texts and materials. It seems prudent that each district submit a complete accounting of how allocated funds have been expended. Where there is apparent misuse of funds, the Department should call the superintendent to task and impose appropriate penalties. (Reference is made to the section of this report dealing with the library and materials center.)

School Evaluation

Of the many ways of measuring scholastic success, one of the best and most meaningful is a comparison with other schools in the state in the nation. There are a large number of nationally normed achievement tests. The results of the test show where a student is in comparison with all other students in the nation. However, there is a much more important score available. That is the schoolwide norm. The schoolwide norm is given in each test area as well as for an overall composite. The individual school is then able to see itself in relation to other schools in the nation. This gives a measurement anchored to something extrinsic to the school itself. In a sense the school "grades" itself and sees how well it is imparting the skills and knowledge in the various subject areas.

Where the norm is less than the national average, a difficulty exists. Once a disparity is discovered it will be the duty of the Department to send specialized personnel to work with the administration, staff and community to discover the causes of the deficiencies and to help the school raise its norms toward and above the national norm. This specialized personnel should be above and beyond the advisory and consultative assistance which the Department usually has available. Otherwise, the value of this kind of evaluation will be greatly diminished.

Nursing

Public school nursing in 1980 will be broader and deeper in scope than today's. It is necessary that each child be in good health before learning can take place. Beyond good health of the individual school child, good community and statewide health is also a goal of the public school nurse because it cannot be separated from school chidlren.

There are two main facets to the role of the public school nurse. One deals with the health education program, the other with nursing services rendered to and for the students.

Each school district should include in its curriculum a health and sex education program. The health education program should begin at the first level of instruction and continue until each student has good personal hygiene and health habits.

Sex education should be given at ages and levels in order to meet needs of the students. Further, each district should submit to the Department a description of its health and sex educational programs for evaluation and review. For those districts where programs are substandard, the Department will provide consultative and advisory services to bring them up to par.

It seems desirable that part of the health education program include, at the appropriate level, information concerning birth control, which may well be the world's most urgent problem.

Because health factors do not exist only while children are in school, but for twenty-four hours a day, there must be a strong liaison between the public school nurse and community health agencies. The public school nurse should be given legal authority of the *public* nurse, that is, the city, county or state public health nurse. With this authority the public school nurse may make recommendations to, requirements of, the family home where they are in the interest of school or community health.

The public school nurse and the community health agencies should exchange information and records concerning communicable diseases and other health information which may affect the whole community.

School nursing services must be available at a ratio of not less than one nurse to 1,000 school children. In areas where the population is not dense, a school nurse should be within 15 minute time radius of any child in a school district. This means that in thinly populated areas the ratio would be in favor of the time element.

Administration of simple medicines by the school nurse is in no way intended to be broad permission to practice medicine. Rather, it is intended to give the school nurse authority to give simple medicines, such as aspirin, to children within strict limitations set down by the Department of Education with the State Department of Health. Further, as part of the child's permanent health record there must be signed parent permission given in advance permitting administration of designated medicines.

Because it is imperative that nurses, coaches and teachers know health factors of students, the permanent health record should contain, as a mandatory requirement resting upon the parent, health conditions as may affect the student's well-being.

An important aspect of nursing in the public school must be granting authority to the school nurse to give first aid without fear of legal complications. It seems a great folly that a child may be injured in the very presence of a school nurse and the extent of first aid is limited to hand-holding and ambulance calling. Unless the school nurse is granted legal permission to practice the service for which she is trained, the very purpose for which she is associated with the schools is weakened.

The school nurse must be exempt by law from liability connected with the performance of her regular duties. It seems most strange that the private, untrained citizen may give first aid and be protected under the

Good Samaritan laws while the school nurse, trained and professional as she is, cannot render first aid to her charges.

The Role of Education in Mental Health Services

Occasionally educators still argue that mental health is or should be of no concern to the schools. There is, however, a great deal of evidence that emotional factors hinder learning; that they lie at the basis of underachievement; that they are prominent in school dropouts; that they are a major contributor to the reason for "problem" children and "socially" unacceptable children. In light of this evidence and in light of the fact that the schools have been delegated additional responsibilities by the other social agencies of the community, it is felt that the schools have no choice but to promote emotional stability and maturity in its pupils.

The framework of mental health into which the picture of education must fit is one of providing the student with the opportunity for learning and to stimulate within the student the interest and desire to learn. Failure to succeed in adult life can often be related to emotional and social stresses brought about through unsuccessful educational experiences. In fact, the public schools often do an effective job of making many children feel inadequate.

Creating a mentally healthy atmosphere for learning is possibly the most important job a teacher has. If this cannot be achieved, then a great deal of the academic material presented by the teacher is not or cannot be absorbed by the student. (Koch, David G.)

Supportive Services - Counseling

Counselors of the future will have to be more concerned with developmental practices applied at the elementary level. A counselor's time in elementary school will be taken more and more in efforts to work with teachers and parents. This skill, whether in groups or individual, will have to be more operationally defined and then professional training must be forthcoming.

Counselors can no longer be content with formal training they have been receiving under counselor education. Newer, more intensive methods indicate that various forms of sensitivity counseling relating the emotional to the physical should be appropriate to counselors of the future.

There may be a need for specialization if guidance of the future is to be met. Possibilities of separating the roles of counselors, especially in the larger school systems, must be considered. (Patten, unpublished paper.)

Guidance services must always remain complementary to teaching, not supplementary in order to avoid setting of goals for students by technical specialists married to machines. The pupil's ability to exercise self-directed choice must be safeguarded. Such purpose cannot be accomplished without placing high priority upon development within each individual of the need for self direction.

The guidance services working through and with the instructional staff can make this long sought goal a reality. The advantaged as well as the disadvantaged student may then exploit his opportunities. (Knight, Supportive Services with....)

Programs for Exceptional Children

The exceptional child is one who has special needs because of special characteristics he possesses. He is mentally or physically retarded, emotionally disturbed, physically handicapped, neurologically handicapped, or the gifted child whose mental abilities exceed the average to the extent that he needs a different educational program.

Programs for the gifted should be designed so that the student is freed to investigate educational areas on his own initiative to allow for deeper knowledge of a subject or for educational exploration beyond range of the regular program.

The remedial program is to help the student, who for some reason performs below his ability in some areas. Intrinsic to the program are characteristics indicating that he is capable of remediation. Remedial is not for the slow student who needs a different kind of special program.

The slow student needs a program that allows him to progress at a slower rate and with material geared to his level of educational operation.

The special education program is for the mentally or physically retarded student. It begins in the elementary with special teachers. Usually the special education high school program involves vocational rehabilitation. These programs are separately funded and staffed by specially trained and specially certified teachers.

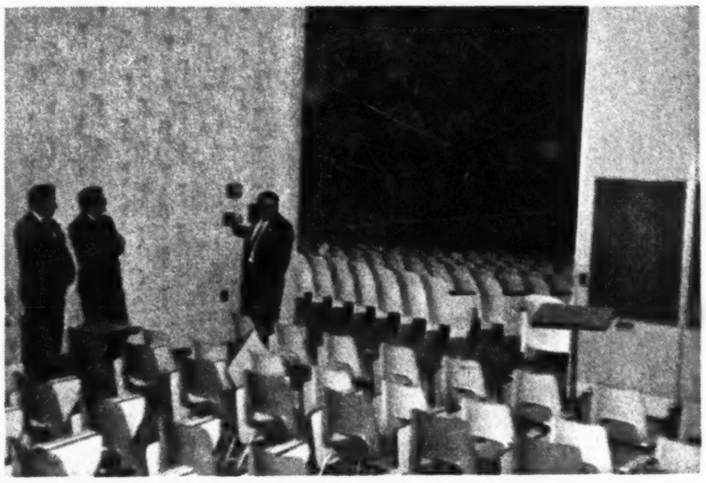
The most significant aspects of these programs are that they are parallel and that a student may travel from regular into a special program and perhaps back to the regular or to another special program. This allows those in need of special considerations still to be with the general age group. Further, a student may be in a special program for one or two subjects and in the regular program for the rest.

Mobility will allow the student to move from one program to another as his changing needs dictate.

Innovation

Innovation applies to the whole broad span of educational ideas--curriculum, materials, facilities, staff and instructional methods, among all of the rest.

Extremely rapid development of many marvelous materials and techniques makes it almost impossible to measure our technological advances. Yet, there are now available so many wonderful educational innovations that to have them in use by 1980 would make a virtual educational utopia. And that is not considering new developments between now and 1980.



MULTIPLE USE AUDITORIUM IN GRANTS SCHOOL

The problem is not what we have available, but how to get the use of them into the classroom.

Education innovations are expensive in that they usually require something special that the school does not possess. Because of these reasons, the Department should encourage school districts to adopt, on a trial basis, innovative methods and that they be compensated for such methods by special state funds.

Facilities

Functional utility in school building design should be combined with artistic and aesthetic qualities, both internally and externally. New schools and new educational programs should incorporate the following concepts in all new facilities:

a. Acoustics should be compatible with team teaching and variable size group learning situations.

b. Schools should be carpeted because attractive acoustical floor covering tends to create a more desirable, stimulating and challenging atmosphere for learning.

c. Air conditioning or climate control should provide a school building with facilities for year-round maintenance of physical comfort.

d. Schools should give teachers opportunity to teach large or small groups and should include teacher space for developing programs, conference with other teachers and meetings with individual students and parents.

e. Lighting, both natural and mechanical, should be functional and controlled.

School planners should be aware that educational planning for change is a vital force in facilities planning. Plans should include:

a. Consideration for all known and anticipated changes in educational media.

b. Flexible and efficient approaches in furthering the learning process such as:

    1. Closed circuit television

    2. Dial access to information centers

    3. Computer programmed instruction

    4. Instructional resource centers

    5. Study carrels or other individual space to accommodate up to 50 percent of the student body for independent study.

DEL

NORTE

HIGH

SCHOOL

ALBUQUERQUE

c. Buildings planned on the premise that future educational programs emphasize individual study and continuous progress.

> What is needed in school buildings is space that can be readily changed. Space should be arranged so that as programs change, space configuration can change. Any building plan that does not provide this ability is not flexible enough for education in the future.

Assessment of educational needs in a community, which is necessary to facilities planning, should not be limited to considering needs of children from kindergarten through high school. Facilities planning also must include:

a. Arrangement for pre-school programs for children and mothers

b. Adult enrichment program

c. Recreation and physical education programs for the community

d. Upgrading of work forces to complement changes in industrial technology

e. Adult vocational training and retraining

f. A resource information center available to the community

g. A community counseling center

MODERN

HIGH

SCHOOL

IN

CARLSBAD

This committee anticipates a new pattern of interagency, state and local community cooperation. Universities, schools, other public institutions and industries must combine in a total effort to develop human resources. Such cooperation could include the following:

a. Continued programs of adult basic and vocational education

b. Jointly appointed personnel

c. Shared buildings

d. Common professional libraries

e. Jointly funded research studies

f. A resource information center available to the community

g. A community counseling center.

See Appendix F for examples of subject area planning.

The School Library - Instructional Materials Center

As a minimum the best of what is available in education *today* should be available to all New Mexico students in 1980. It is hoped that new technological and educational advances also will be incorporated into the

1980 educational program. In recent years more modern and progressive schools have expanded the school library into an instructional materials center, the IMC. An excellent example of a modern IMC is the Los Alamos High School.

> Circular in design, it comprises more than 14,000 square feet in floor space. In the center of the building, the ceiling rises to a large, circular stained-glass skylight. The floor covering is approximately 90 percent carpet, with vinyl tile in areas where carpet would be impractical.
>
> Flexibility is provided so that any future electronic additions or interpretations may readily be accommodated.
>
> Arranged around the library area are the professional library, electronic recall facility, materials production room, A/V storage and maintenance room, English and social studies resource centers, small group or seminar rooms, and offices and work rooms for the IMC staff.
>
> To supply the means of reaching materials stored in the various areas, catalogs have been established in the main library area, resource centers, and the viewing and listening room. The central or union catalog in the library area indexes all material, book and non-book, held in the IMC; while separate subject and author catalogs in the resource centers and viewing and listening room index material held in or appropriate to those areas.
>
> Teachers are scheduling classes and smaller groups into the IMC for research, enrichment and reinforcement. Through motivation provided in class, students also are encouraged to use the IMC during unscheduled class time as well.
>
> Emphasis on the individual is the keynote for service by the IMC, its staff and the faculty. The atmosphere of cooperation, industry and enthusiasm throughout the building indicates that the students are involved and responding favorably. (Instructional Materials Center, Los Alamos, New Mexico.)

Non-Public Schools

In 1968 there were 18,500 students in elementary and secondary non-public schools in New Mexico. Though these schools have been self-supporting for the most part, the education of the children who attend them is, after all, responsibility of the state. Were the state suddenly to have added responsibility of these students, it would be a staggering blow to the state operated schools.

The recent past has seen many non-public schools close for financial reasons. Every child who transfers from a non-public school to a tax supported school, it costs the state several hundred dollars annually. Non-public schools are finding it more difficult financially each year. Unless there is a change, it seems that few, if any, non-public schools will be open by 1980.

The state should encourage non-public schools to stay open, not only because it is a help to the state in providing facilities and staff, but because they have done a good job in providing quality education. One-third of the Catholic schools already have ungraded primary education--a recommendation made by the committee. Several have dropped the grading system--another thing the committee has recommended. Most report to the parents by way of personal conference. Libraries and buildings exceed state minimum standards in all cases. In 1968 three percent of the teachers held teaching certificates, and 90% in some program of continuing education.

If the language in the State Constitution were changed to coincide with the language of the first amendment of the U.S. Constitution, decisions of the U.S. Supreme Court would apply in New Mexico. This would mean that New Mexico would be able to give help to non-public schools without having to again change laws or the State Constitution. Unless the state finds a way to give aid to non-public schools, most of them may close in a short time and the state will have the full burden of educating children now in these schools.

Planning

Because it is inevitable that changes in the educational program in New Mexico will take place, several other important considerations become apparent. *Planning* changes will lead us more directly and more economically to our desired goals. We know at this time, some of the directions of social change and we know some of the projected outcomes in an anticipatory way. Hence, we have some clues to educational needs. This, in turn, gives us some basis for planning change. In many educational fields we already have the knowledge that some kinds of things are helpful and that other things we have tried do not work.

Perhaps the most important aspect of planning is that it will give us opportunity of selecting desirable changes from all possible alternatives the Seventies suggest. It will eliminate trial and error methods. Planning will give sense and order to change.

The Board will assume as part of its regular duties a periodic evaluation of schools in terms of prospective changes in society. This will become the groundwork for planning changes.

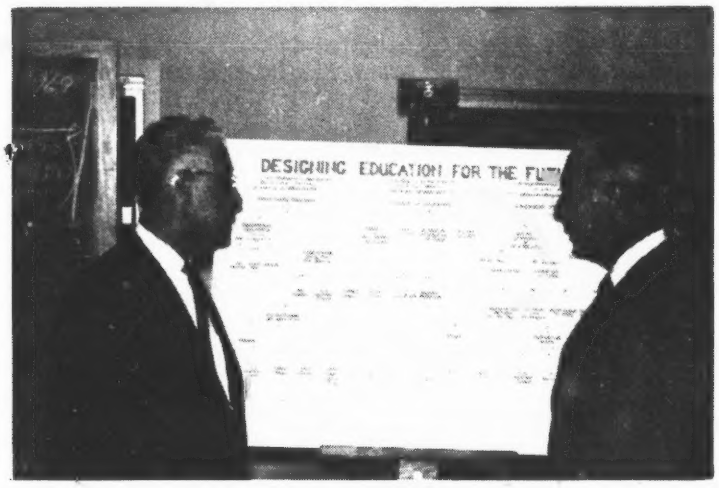
The Department must, with cooperative planning of district personnel, propose needed changes in the educational system to the legislature where legislation is needed. Perhaps the "System Analysis" approach to planning should be used. This approach has much merit in that it provides for qualified specialists that have a permanent place in the educational system, much like attendance directors and counselors. (Pfeiffer, New Look at Education.....)

GOVERNMENT OF EDUCATION

GOVERNMENT OF EDUCATION

INTRODUCTION

A worthwhile beginning has been made to plan for New Mexico's future educational programs. This includes not only New Mexico, but her neighboring states as well. Such interstate planning is necessary with increased mobility of our population. New Mexico has created the position, Director of Planning. To keep New Mexico education from growing stale and lagging behind, to keep educational crises from arising, we must look toward and plan for the future.


DESIGNING EDUCATION FOR THE FU

CHARTING A COURSE

Planning is insuring the future. New Mexico education needs this insurance. Gone are the days when we can ignore the fact that some part of our state did not have an adequate educational system. Even a single below standard school is a blight on education of the entire state. We must insure that each child receives the education he needs. We must begin by assuring that each child can attend a school with adequate program and facilities. Many of the small communities of the state cannot provide these alone. Regional units will be of great assistance in supplying special services, but even with this assistance, an elementary school with 15 or 20 students or a high school of 100 students cannot offer necessary programs. Therefore, it is time for parents to see that their children receive necessary preparation for the undertaking each chooses, whether it be academic or vocational. This must be done through cooperative effort--between towns and even between states. If a child is to be transported to school, he should attend the school to which he has easiest access, not particularly the one in whose district he resides. If some New Mexican children in the northwest live closer to Arizona schools, then arrangements should be made for these children to attend schools there. This should be true also in crossing district lines within the state. Education should operate fully for the benefit of the students; therefore, cooperation is necessary.

This will be extremely important when small districts work together as a single district. This must be a joint venture in which all the districts participate to the best advantage of all concerned. The first thing to remember when dealing with the transportation of children is the children. One cannot force a young child to ride two hours to and two hours from school each day and expect that child to enter joyfully into the learning situation. However, there are many plans which could be worked out for joining of many small districts in the state--plans that should please all concerned. Two small towns could join to meet requirements for a comprehensive high school. Each could perhaps have enough students to retain elementary schools; then the high school could be situated in one town and the junior high school in the other so that neither town would be completely giving up its educational endeavors to another.

There also are plans for students who must be transported a long distance to reach a comprehensive high school. Perhaps each town could have the basic part of the program--such as English, social studies, P.E. and health--the courses all students would be taking; these could be taken three days a week for longer than usual periods in the students' own town.

Then for two days a week the students could be transported to the comprehensive high school for special classes not available at their school. There even could be alternate schedules for bad weather, in much the same manner that many schools use alternate schedules for assemblies. These are problems that can be worked out, as long as everyone keeps in mind that our children do need full educational programs, and we can only hinder their progress when we refuse to create a system in which a comprehensive program is available.

New Mexico educators and legislators must realize necessity of joint efforts to achieve best results. We must not tie ourselves to one district, one area or even one state as we design education for the future.

We are now faced with problems of urbanization and migration. Albuquerque is already a metropolitan area; Las Cruces is rapidly becoming one, and others will be in evidence by 1980. Related to this population concentration problem is the problem of rural areas where small towns and hamlets are dying. Since there is "nothing to do," most young people are leaving for the urban center, thus causing a further glutting of the already undesirable city situation.

RATIONALE

Intermediate Regional Unit

The intermediate regional unit is not a return to the county school system, which, according to Dr. Tom Wiley (*Public School Education in New Mexico*, p. 26), "was one of the weakest links in the educational scheme" which had "transient, as well as a political type of administration."

> The county superintendency became obsolete as an administrative position when the rural districts throughout New Mexico were consolidated with neighboring and adjacent municipal school systems. Municipal schools have been exempted from any jurisdiction by county superintendents since 1923. Thus, the cities were islands, independent from the authority of the county school organization. This, and the fact that county superintendents were elected (and allowed only four consecutive years in office) probably caused the demise of the office as a position of authority.
>
> In many instances, annexation of rural territory to the adjacent town-school system worked out very well. It still appears to operate effectively in districts having 8,000 or 10,000 pupils. However, in smaller units, some needed services are not practical because of the high cost per pupil.
>
> In these areas of small enrollment, an intermediate unit composed of several school administrative units, for the purpose of providing special services, would improve the situation. In this manner the cost of highly expensive services could be spread sufficiently to make the costs feasible.
>
> Just how this should be accomplished is a question. It could take the form of regional offices operating under the State Department of Education, or it might be accomplished through statutes allowing several neighboring districts to form such a coalition upon agreement by the various district boards. (Tom Wiley, in letter to the committee.)

The regional unit is a new and more direct line of communication from the Department to local operating units. The county system died because it was no longer of use; municipal districts were better able to handle education of the state. But small local school districts no longer are able to meet rising educational standards. However, instead of being replaced they can cooperate through regional units in order to gain resources to operate effectively.

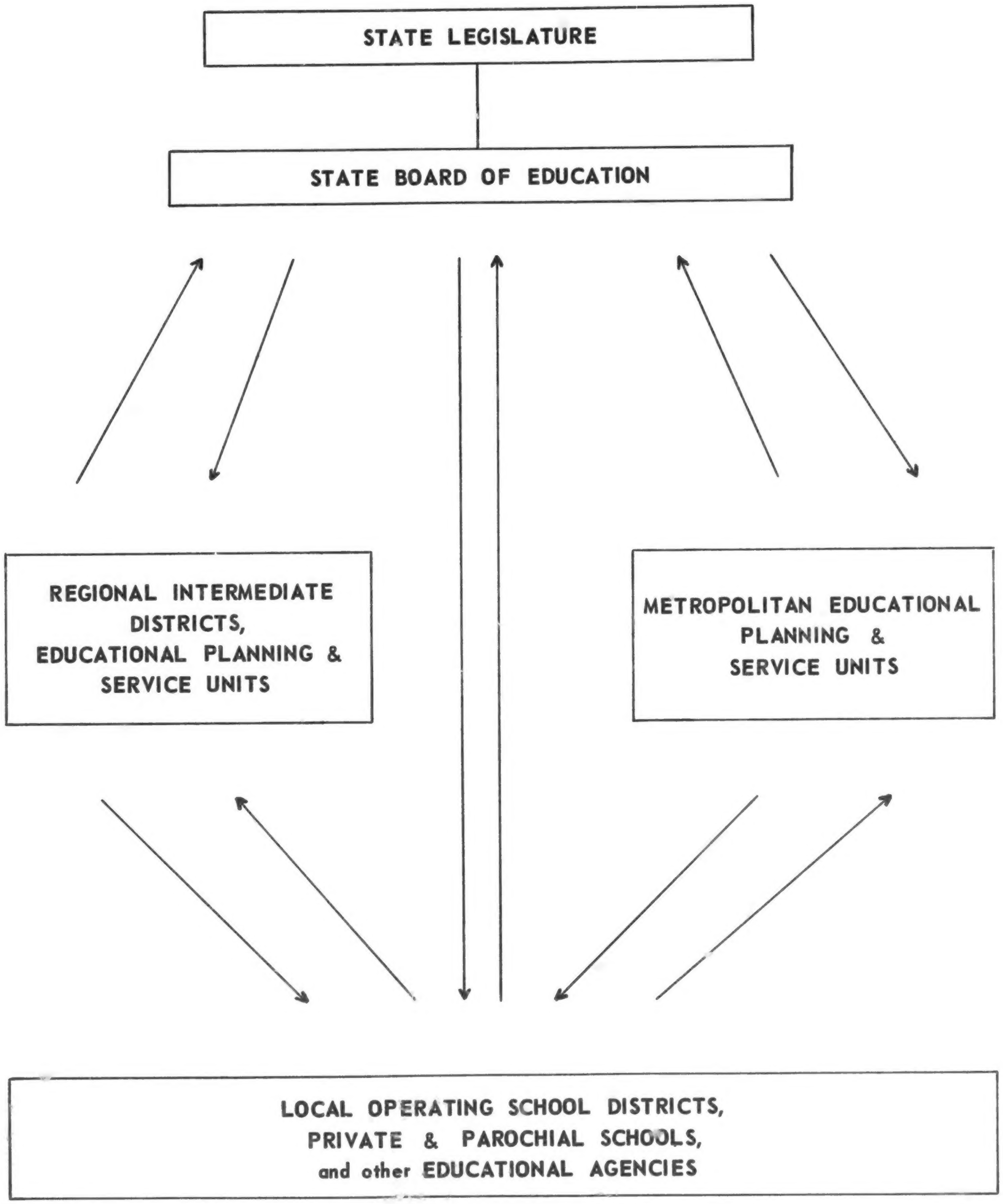
Intermediate units would work directly under the State Department of Education, but would have certain autonomous functions. Within such regional unit would be several operating local school districts, each with its own responsibility.

AT
WORK
ON
GOVERNMENT
PROBLEMS

Regional units would be empowered to establish policies within limitations imposed by statutes and regulations. A system of school board memberships would provide operating districts within the regional unit elected representation to minimize possible conflicts between the regional board and operating district boards. A differentiation of powers and responsibilities would be essential to insure effective working relationships.

Intermediate units would have primary responsibility for over-all planning, supervision, evaluation and research and development activities which would affect the local operating units. They would collect information needed by local units in central data storage and retrieval systems and utilize such systems as part of the state network, as well as for local

INTERRELATIONSHIP OF GOVERNING UNITS


STATE LEGISLATURE
STATE BOARD OF EDUCATION
REGIONAL INTERMEDIATE DISTRICTS, EDUCATIONAL PLANNING & SERVICE UNITS
METROPOLITAN EDUCATIONAL PLANNING & SERVICE UNITS
LOCAL OPERATING SCHOOL DISTRICTS, PRIVATE & PAROCHIAL SCHOOLS, and other EDUCATIONAL AGENCIES

and regional purposes. Intermediate units could assist local units in locating buildings, planning inservice educational needs and providing specialized services needed by students and teachers. Intermediate units could assist in researching effectiveness of programs and working with personnel in operating districts to determine the program changes and innovations which should be attempted. Intermediate units also would act to determine local financial needs. It may be advisable to levy a general tax over the entire region to supplement other resources to support the intermediate unit. The intermediate unit would take over some responsibilities of both the state and local districts, and they also would provide services which local units would use as desired.

The local operating school district would retain customary powers which it now has. It would employ its own personnel and develop its own program for determining numbers of personnel to be provided and the level of support which would be maintained. Local units would determine what educational services they wished to provide in addition to those they would receive through the regional units. They also would have power to levy taxes for their own special needs or desires beyond funds from both the state foundation program and revenues raised by the regional unit.

The major benefit of this plan is to assure maximum economy and efficiency. Variations of this model are already in existence in New York, Michigan, Texas, Oregon and others. In New Mexico the Educational Service Center serves 29 school districts, with curriculum and psychological referral services. Lea county has an educational data processing center; Southwestern New Mexico has an educational materials center.

State Regional Planning and Coordinating Project

The state already has shown interest in regional centers. Following is the rationale used in a request for federal funds to study a state regional planning and coordinating project.

> For purposes of this proposal, the population to be served is that of the State of New Mexico, estimated to be 1 1/10 million people. Such population is distributed among about 20% farm, 10% non-farm, 30% central city, 20% non-central city and 20% other urban. The ethnic distribution is approximately 25% Spanish-American and Mexican-American, 7 to 10 percent Indian, and the remainder of white Anglo-Saxon. The very thin minority of colored and oriental ethnic groups is negligible. Of the school population, approximately 21,000 of the 275,000 school age children are in non-public schools.
>
> All 90 public school districts, as well as the 130 non-public schools and the eight-state special schools, will be invited to participate.
>
> Needs which eventuated into this proposal arose from a concern by the State Department of Education and various other educational agencies of the state that there has been an inappropriate distribution of resources among various schools and children of the state. Most efforts heretofore to alleviate this disparity have been piecemeal and uncoordinated. Furthermore, many of the small and scattered school districts of the state have not had, and still do not have, the time, talent and resources to pursue opportunities for securing supplementary funding for educational programs. The state vitally needs a mechanism to facilitate and coordinate educational planning. The purpose of this project is to fulfill this need.
>
> During the first year of this project, a parent center sponsoring agent would employ an assistant director and three assistant coordinators. The assistant director would be responsible to the project director and would coordinate efforts of assistant directors located in strategic schools in quadrants of the state. During the first year, this staff would pursue objectives cited in III-A. Furthermore, during this first year, this staff would make an empirical survey to establish framework for more sophisticated formulation of objectives, resources and programs.
>
> The second year would be concerned with phasing in more sophisticated assessment of resources, objectives, and formulating plans and procedures for activating whatever forces would impinge upon better educational programs in the districts, the regions and the state. Hopefully, these plans can become operational so that the educational discrepancies as discerned in the former phase of this activity can be appropriately alleviated and objectives pursued.

The third year will provide for implementation of all available educational, cultural and financial potential. Also, this year will provide opportunity for reassessment of the past program and allow various educational agencies of the state an opportunity to formulate a viable organization for continuous coordination.

Emphasis will be on coordinating efforts of all cultural organizations and educational institutions, including the State Department of Education, to determine the most significant educational needs and to formulate plans and procedures for fulfilling these needs. This will constitute an unprecedented effort for education in New Mexico by obtaining optimum educational returns from available resources.

Benefits will be available to children and teachers in private non-public schools to the extent that utilization of such resources is provided by law. Framers of this proposal shall continue to involve all interested non-profit educational institutions in development of various phases. Participants from non-profit, non-public schools will receive the same weight on these panels of advisement as participants from public schools. Furthermore, the same remuneration for defraying expenses of regional meetings will be payable to them as is paid participants from public schools.

Regional meetings will be on a bimester basis. These meetings will be involved in the sharing of information as well as directing the project.

Plan for the Establishment of Regional Units

Regional-intermediate units could be established by dividing the state into quadrants and permitting metropolitan units for cities of student population of approximately 25,000 or over. Regional units would serve in three basic areas: (1) Consultation, provide specialists, operate centers where innovative media can be demonstrated; (2) liaison work between districts and the state, instead of one distant state department regulating some duties, each unit can assume regulatory duties; (3) planning; representatives from all involved districts would join in planning so state education would be uniform and so equipment that could be shared would not be needlessly duplicated.

3

These units could be funded through at least four sources: (1) The State Department of Education, as it will have some of its staff in these units, (2) federal funds, (3) local districts paying for special services, and (4) direct legislative appropriation. These units are for use of local districts. Services should be available to very poor districts.

The governing body would be a board consisting of representatives appointed by local boards from each participating school district, plus a representative from each junior or community college in the district and a representative from private and parochial schools or any state agencies with educational programs.

Metropolitan districts would function somewhat differently. A metropolitan unit would be funded from at least three sources: (1) Direct legislation, (2) federal monies and (3) local taxation. The central administration office would serve relatively the same functions as the intermediate unit.

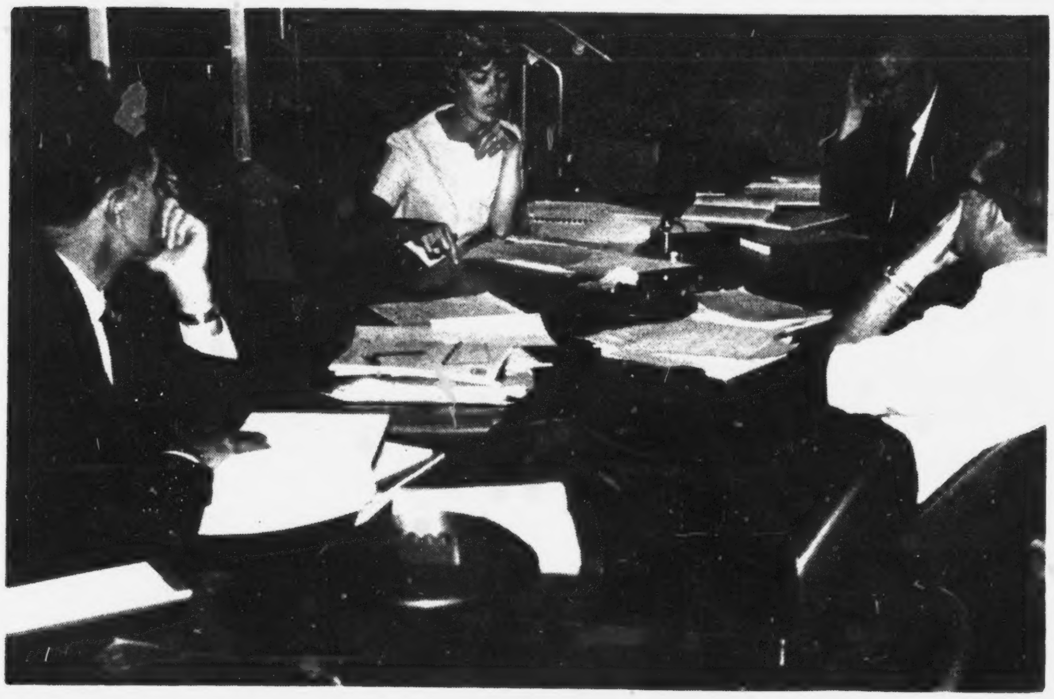
For governance subunits could serve as advisory councils to make recommendations to the metropolitan board. Members of the metropolitan boards could be elected by subunits.

Implementation of Regional Units

The state could be divided into four intermediate units, two in the South and two in the North. These would be lightly staffed in the beginning, but building to full size as soon as funds are available.

Department of Education

The Department should effectively implement duties and responsibilities already assigned it by the legislature. The most feasible way is for the Department to control finances for public schools. If the Department is to serve as the state regulatory agency it needs the power of distributing money to implement its regulatory role.



REVIEWING
GOVERNMENT
STUDIES

There is need for the Department to assume a stronger position of leadership for the state program; this can only be done if both personnel and budget are adequate. A state educational agency should include: (1) Planning, (2) assessment, (3) research administration, (4) statistics, and (5) management information.

Major functions of state departments of education in the future will be leadership for the inauguration and implementation of educational policies and programs. They must provide linkage between local school systems and the federal government if local initiative in education is preserved. If the Department fails to provide adequate leadership, decision-making will shift from local districts and states to the federal government.

Increase in the power of one level of govennment to deal with a particular educational problem does not reduce the power of another level of government to deal with that problem. Increase in the educational power of the federal government to deal with social and economic deprivation actually increased the power of states and local districts to deal with the same problem. Creative federalism cannot operate unless we establish strong local education agencies and a strong federal education agency.

The States Suggest . . .

The states want a federal education program which would bring about improvement in policy-information, administrative practices and fiscal arrangements. Perhaps no complete agreement on fundamental philosophical issues could be expected on one hand, nor on all minor details of specific programs on the other.

POLICY-FORMULATION

- The states want to participate more fully in initial formulation of educational policy which involves them and their local school districts.
- The states believe that education must remain a legal function of the states.
- The states want policy formulation to be open, fully debated and arrived at by the most widespread discussion of the fundamental issues involved.

ADMINISTRATIVE PRACTICES

- The states want consolidation of various special grants-in-aid and consolidation of administering agencies.
- The states want direct service payments made by the federal government to states or local districts for services rendered to be distinguished from aid.

FISCAL ARRANGEMENTS

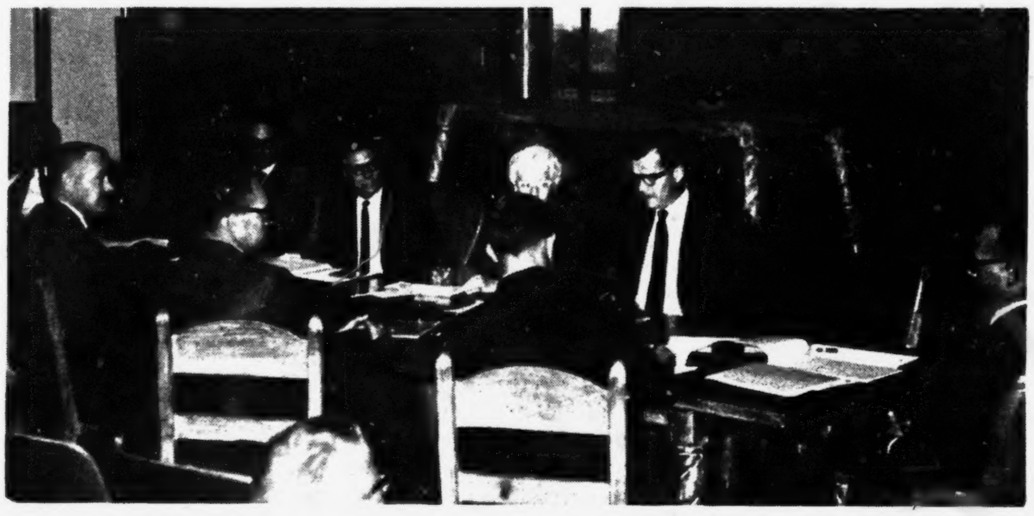
- States believe that the foundation for federal support of education should be a basic-grant, general-aid program.
- Under any basic grant program, supplementary categorical aids would be restricted to carefully and precisely defined purposes.

FINANCE OF EDUCATION

FINANCE OF EDUCATION

INTRODUCTION

Committee members of Designing Education for the Future have given consideration to means for financing a quality education program in New Mexico in the near and somewhat distant future, based on the assumption that costs will be more, not less, than current expenditures. Education in New Mexico has become big business in terms of dollars spent and people involved in the operation of the public schools.



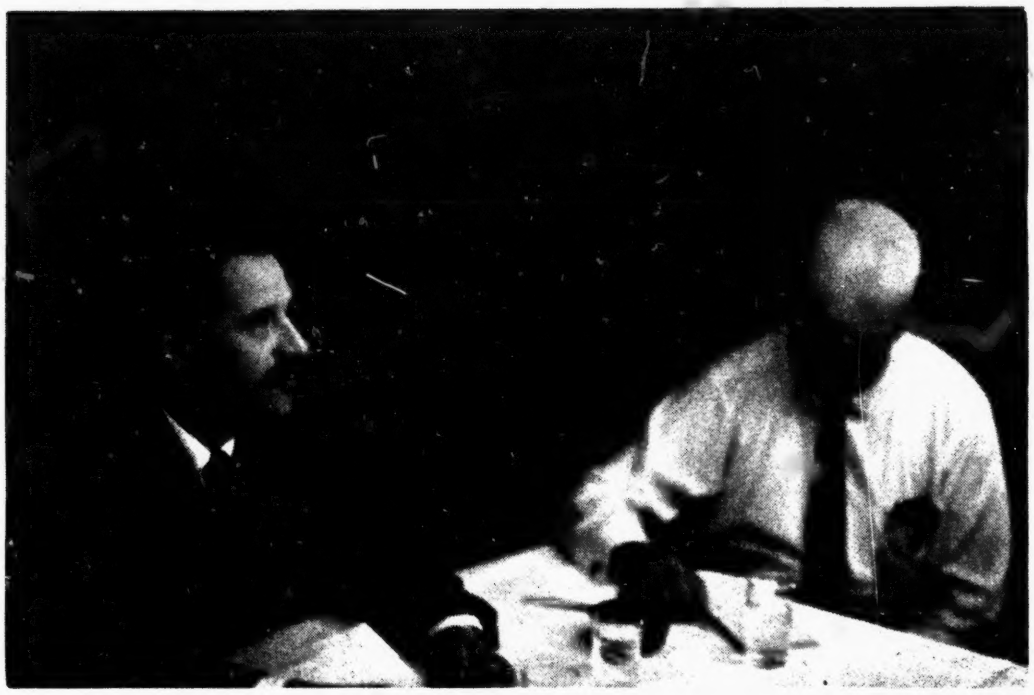
Project committee members pursued their task on assumption that the recommendations will provide guidelines for action, rather than definitive answers to present and future problems related to the financing of education in New Mexico. Solutions to past and present financial crises will not guarantee that the future will hold no further financial problems. If state leaders are aware of potential future difficulties and possible alternatives for solution, the frustrations and conflicts that accompany such crises can be partially avoided.

Historically speaking, man's ideas and institutions have been shaped by economic, religious, social, political and philosophical factors. While this report is concerned primarily with economic factors, attempts have been made to keep other influences in proper perspective. In development of plans and in making projections, it is possible to rely on the lessons of experience as well as the numerous studies that have been made. Through planning and sound projections, some hazards can be avoided and advantageous developments can be utilized.

The Eight-State Project Director, Dr. Edgar Morphet, has referred to the importance of sound educational planning:

> Mounting evidence indicates that important changes need to be made in almost every aspect of education during the next few years. Will most of these be made when needed, or will serious lags tend to continue? ......
>
> In education, as in medicine, we cannot afford either to do the wrong thing or to neglect to do something that is needed if there is any way of avoiding such a mistake. There is too much at stake not only for the potential learners but also for society...
>
> Thus, planning for education has advanced far beyond the stage of dreaming or merely speculating. Long-range planning is essential, and when properly utilized, can help to avoid serious and costly mistakes. ......(Morphet, Emerging Designs..., p. vii.)

The very nature of Designing Education for the Future points to planning and making certain calculated financial projections. Good planning is based on a sound design which makes use of the desired goals and means for attaining those goals. Such a plan cannot be developed from a mass of detailed information on various areas of education such as economics, financing, curriculum, organization and administration. Planners must focus on the basic concepts from each of these areas and other related systems.



ALL
STATE
RESOURCES
CALLED
UPON

The treatment of the problems and issues related to the financing of public-education is not a new idea in national, regional, state and local publications. The more recent literature seems to give attention to some newer aspects that can provide reason for at least encouragement, if not open optimism, to those who are confronted with the direct responsibility of planning and implementing programs for financing schools.

A recent trend is the positive approach to social and economic benefits that higher quality education with proper financing can produce. Another trend, offering additional encouragement, is wide use of multimedia for information distribution to provide better understanding of public education and financing of this enterprise. Rapidly disappearing are the times when only a few political and educational leaders understood and expressed an interest in school finance.

One needs only to scan the bibliography which accompanies this report to recognize the emphasis given New Mexico school finance problems by such persons as John Gott, Senator Albert Greer, Robert Myers, LaMoine Langston, Paul Therkildsen, Edward Goldbert, James Green, H. C. Pannell, Leroy Pinnell, Paul Mort, Harry Wugalter, and Tom Wiley, to mention but a few. This consideration of the problem becomes even more evident when the studies by such groups as the Department of Finance and Administration, the Educational Research Committee, the Governor's Council on Teacher Salary Needs, the New Mexico Education Association, the New Mexico Legislative Finance Committee, the State Department of Education, the New Mexico Taxpayers Association, and other organizations and commissions are noted.

Each of the studies cited has had an impact on the generation of interest and action related to public support of education. Any list of landmark studies should include the 1948 study conducted by George Peabody College entitled _Public Education in New Mexico_, the 1961 study by Paul Mort entitled _Toward a More Dynamic Fiscal Policy for New Mexico Schools_, and the Educational Research Committees' 1966 report on _State Responsibility for Public Education in New Mexico_. These and other similar studies indicate rather clearly a concern for and an interest in ways to adequately finance educational opportunities for New Mexico citizens.

These trends are reflected in numerous books, pamphlets and periodicals which relate to the problem. With increasing availability of easily understood and reliable resource materials, almost any individual can become better acquainted with basic principles of school finance.

In considering the best means for providing future educational opportunities for all of New Mexico's residents, some consideration should be given to past and present finance plans. If we do not review the past, we shall not have sufficient insight to understand the present or to command the future.

After creation of the Territory of New Mexico in 1850, the United States Congress made certain provisions for establishment and maintenance of public schools. These Congressional acts were mainly setting aside land for school purposes and their support. Federal funding of educational programs has continued into the present and indications point to broadening this financing.

New Mexico assumed responsibility for education of its citizens along with statehood in 1912. The State Constitution provided for a current school fund to be distributed to the individual school districts on the basis of census figures. Funds for public schools came largely from property taxes until 1934. Experience during the depression of the 1930's indicated inadequacy and lack of stability of property taxes as sources of revenue during periods of extreme economic stress. Therefore, important steps were taken to provide a broader and more adequate base. The state income tax was established in 1933 by consitutional amendment. The legislature passed, in 1935, a bill calling for a state sales tax. The bulk of the revenue from both taxes was earmarked for the State Public School Equalization Fund.

Problems began to emerge in 1959 because revenue from earmarked sources failed to meet increased expenditure demands until a special session of the legislature enacted the Public School Finance Act of 1962.

This act de-earmarked revenue from sales and income taxes and placed this income in the General Fund, thus removing most of the earmarked funds. Since then, the legislature has made annual appropriations to the Public School Equalization Fund. The legislature refined the public school finance act still further during the 1963 regular session, providing supplemental distribution from the General Fund to school districts with very low income from local sources.

The shift from earmarking practice to general fund appropriation has been accompanied by an increased degree of responsibility for educational leadership assumed by the legislature, new procedures for local budget making, and new formulas for receiving and distribution of monies through the State School Equalization Fund. One of the most significant changes has been the action taken by the legislature to assume the responsibility of educational finance. The highest degree of similarity of the two eras is that the prime responsibility for funding education has continued to reside with the state.

The present program for acquiring and distributing school funds reflects experiences of the past. From inception these programs were considered by many to be cure-all solutions. The test of time has shown these considerations to be inadequate. New problems and objectives call for new solutions, and studies indicate that questions will arise as to adequacy of any present financing plan to meet educational needs existing in the 1980's and beyond in New Mexico. Any funding program must provide methods of evaluation and means for periodic adjustments as emerging needs dictate.

There are nearly as many differing opinions of New Mexico's relative ability and effort to finance education as there are groups to offer such opinions. In 1967 the New Mexico Department of Finance and Administration issued a memorandum entitled "Fact Sheet, The ABC's of New Mexico School Finance." It is significant that figures agreed with the National Education Association Research Division in its Research Report Number 1967-R1.

To provide current background, a portion of the "Fact Sheet" follows.

FACT SHEET, THE ABC'S OF NEW MEXICO SCHOOL FINANCE. (Prepared for submission to the Joint NEA-NMEA Investigation Team by the Department of Finance at the request of Rep. John Mershon, Chairman of the House Appropriations Committee.)

A. New Mexico's Special Characteristics
   1. First in nation in proportion of school age children per 100 adults (69 to 100 adults vs 49 in California and 52 nationally)
   2. Second in nation in birth rate (23.8 per thousand vs 18.9 in California and 19.4 nationally)
   3. 45th in nation in personal income per child of school age ($7,244 per child vs $12.930 in California and $10,644 nationally)

B. New Mexico's Great Effort
   1. Third in nation in state expenditures per capita for all education ($159.18 per capita vs $92.73 in California and $75.29 nationally)
   2. Second in nation in public school revenue as percent of personal income (6.8% vs 5.2% in California and 4.7 nationally)
   3. 18th in nation in expenditures per pupil per ADM for public school education ($543 vs $567 in California and $529 nationally)
   4. Fourth in nation in expenditures per capita for higher education ($57.11 vs $43.87 in California and $30.25 nationally)

C. New Mexico's Problem--Strong State, but Weak Local Support
   1. In 1964-65: Local per capita property tax - 44th in nation ($45 vs $187 in California and $114 nationally)
   2. In 1967-68: Estimated Sources of Public School Income

	Million $	Percent
a. Local and county	$ 16.9	11.5%
b. State	108.0	73.5
c. Federal (Inc Title I)	22.1	15.0
d. Total	147.0	100.0%

D. Recent Legislative Action to Encourage Local Incentive
   1. Mandatory statewide reappraisal law passed
   2. State public school distribution formula improvements
   3. Bill introduced to break 20-mill levey limitation
   4. Bill introduced to permit levy of county income tax

E. Efforts to Improve Teacher Salaries
   1. 1965-66 -- $6,413 State Average ($200 or 3% increase)
   2. 1966-67 -- $6,695 State Average ($282 or 4% increase)
   3. 1967-68 -- $7.124 State Average ($429 or 6% increase)

These attempts to relate financial ability and accompanying problems do not, however, indicate quality and/or equality in the educational program.

RATIONALE

Educational expenditures, from time to time, have been justified on the basis that education is necessary for: (1) Citizenship, (2) making an individual an efficient producer and consumer in a free-enterprise economic system, (3) individual self-realization, (4) furthering civilization, (5) healthful living, (6) cultural, scientific and social progress, (7) national defense, and (8) self-discipline in the use of freedom. This is based on the premise that all society benefits when individuals are able to develop talents to maximum potential and use these talents in constructive ways.

Many economists believe that schools are a good investment which yields substantial dividends through higher economic returns to individuals and society. Education also is a means for achieving necessary levels of trained manpower, basic and developmental research, informed citizens and equality of opportunity. These are viewed as necessary to a society faced with challenges related to meeting world responsibilities and to capitalizing on tremendous opportunities, freedoms and complexities of these modern times.

Financial support of education to further the public good is one of the strongest reasons which stimulate public interest in continued growth and improvement of the nation's schools. The crime rate and public welfare have caused widespread concern, not only for the cost of education, but also for the cost of *not* educating people. Both research and experience reveal education to be of significant benefit to the individual and society.

Growth of Costs, Commitments and Needs

Between the school years of 1957-58 and 1967-68 expenditures for public elementary and secondary schools, exclusive of the cost of building construction, increased approximately $14.9 billion. This increase can be attributed to three major factors: (1) Enrollment increased 25%, accounting for a $3.7 billion increase; (2) Inflationary trends resulted in a 35 percent increase, or $5.2 billion; (3) Improvement of quality amounted to an increase of $6 billion, or forty percent. Quality improvement included purchase of improved and updated materials and equipment, provision of needed school services, employment of additional support personnel and higher salaries. In addition, costs of new school buildings, sites, equipment and interest increased to a marked degree. The trend is expected to continue and possibly coumpound in the 1980's.

While local, state and federal governments have combined efforts and resources to keep pace with demands, there remain numerous educational needs. In 1966, the National Education Association defined some unmet educational needs as being representative of remaining challenges:

1. Recognition of teaching as a major profession in training required, ethical standards maintained, responsibility carried, performance expected and compensation paid.
2. Specialists and research workers to aid in developing curriculums to meet demands of today and needs of a school population varying widely in aptitude and life objectives.
3. Provision for particular needs of culturally deprived, slow learners, physically handicapped, academically talented and other special groups.
4. Enough school buildings, including libraries, science laboratories, gymnasiums and auditoriums, to house all pupils under conditions conducive to high educational performance.
5. Funds from federal, state and local sources to raise financing of thousands of school districts to an adequate level of support and performance.

6. Wider provision of kindergartens, nursery schools and other educational undertakings.

7. Trained educational and vocational counselors at all grade levels.

8. Courses in physics, chemistry and other sciences and advanced courses in mathematics and foreign language in high schools which do not now have them.

9. Community colleges and technical institutes in all states.

10. Scholarships and other financial provisions so that no able and willing youth will be prevented from securing education he should have.

11. Recognition of the school superintendency on a par with other top executive positions in public and private service.

12. Provision for inservice training of classroom teachers, sabbatical leave and scholarships and fellowships so that teachers may systematically renew and upgrade preparation for teaching.

(NEA, What Everyone Should Know About Financing our Schools, p. 22.)

There is much encouragement as to potential fulfillment of these needs. Because our nation represents an affluent economy, it appears evident that it can finance an increased investment in education. Our standard of living has been increasing and education is a major factor which makes this possible.

School Finance Problems and Solutions

Although general agreement exists as to value of educating individuals, there are marked differences about such issues as control of educational institutions and financial support of them. New Mexico, in pursuing answers to school money problems, should take into account the variety of opinions throughout the state and the nation. This is essential to widespread understanding conductive to continued commitment to and support of public education.

There follows a series of questions related to school money problems and answers based on different viewpoints which are representative of existing differences in rationale and philosophical concepts.

TABLE I

A VARIETY OF QUESTIONS AND ANSWERS CONCERNING SCHOOL MONEY PROBLEMS

Questions and Answers	Discussion
1. Who should determine scope and quality of education to be provided at public expense?	
a. Each state legislature with the help of the people.	The state legislature should determine at least minimum level of support available to each local school district. In this way, taxing resources can help equalize funds available from local property tax sources. It is also fairer to taxpayers in that it equalizes the tax burden. By establishing minimum levels of support, the state protects children in those few districts where shortsighted taxpayers may be inclined to place money values above human values. However, leeway must be given local districts to encourage them to provide quality education above minimum levels set by the state.
b. The citizens in each local school district alone should determine this.	People of the local school district should have an important part in determining the scope and quality of education which should be provided. However, few districts have local tax resources needed to provide an adequate educational program. Furthermore, school children and taxable wealth are not distributed proportionately. Unless the state helps with financing, the range of educational opportunities in various parts of the state would be very great.

(continued)

TABLE I (continued)

Questions and Answers	Discussion
c. Congress should determine minimum levels of financial support for education of all citizens of the U.S.	Some persons believe the Congress should determine the minimum levels of education for all citizens. The problem, however, is a complicated one--how to utilize all tax sources while leaving control of the educational program with local citizens. A practical solution for bringing resources of the national government to aid in the problem of financing the total educational program of local schools has not been found. A solution which would leave local school districts free to determine educational programs, but with adequate resources from all levels of government to support those programs, is the goal of many respected individuals and agencies, including the National Education Association.
2. How much money should be invested annually per pupil enrolled in public school today?	
a. An amount determined by the needs of our free society and economy and by prices which prevail throughout the economy.	This is the best answer if public policy reflects reasonably the needs of society and if the economy operates reasonably well. Propaganda, restrictive laws, regressive taxes and many other factors interfere with establishment of public policy. In the long run investment in education pays higher dividends than almost any other investment, both to individuals and to society. In fact, our very survival as a nation depends upon how well we educate our children and youth.
b. An amount equal to the present national average expenditure.	This would be a compromise which probably would not be satisfactory to any state or local school district. The national average expenditure may have limited use in a formula for apportioning federal grants-in-aid to states, which are low in economic ability, but certainly ought not be a criterion for measuring a satisfactory level of educational program.

(continued)

TABLE I (continued)

Questions and Answer	Discussion
3. What share of the costs should different levels of government bear?[1]	
a. All resources of government--local, state, and national, should share.	All levels of government should share in financing of public schools. All levels of government are part of the American system. Today, the jet airplane, television, radio, and newspapers bring the federal government as close to the people as the county courthouse in years gone by. Ways must be determined whereby the revenue sources of the federal and state governments can be brought into local school district financing without interfering with local control. Actually, the factor exerting greatest control over local school programs may be lack of funds.
b. All costs should be borne by the local school district.	The major tax source available to local governments is the property tax. In all but a few school districts, this source alone could not possibly provide sufficient revenue to pay for a modern educational program. Furthermore, in order to provide an enrollment large enough to offer a comprehensive school program, local school districts are being consolidated into large administrative units. The mobility of the American people results in one family in five moving across state lines each year. Local district financing from a tax source which lags behind growth of the economy cannot provide an educational program of the scope and quality needed in the space age.
c. The local districts should be required to make uniform tax effort, and the state should then balance through grants-in-aid. (Or through foundation program state support.)	This is the way the majority of states presently finance schools. It has provided a fairly satisfactory way of financing schools in the past. Since the launching of satellites, Americans have demanded a far more comprehensive school program. National defense and modern industry implications now call for a much greater commitment to education. The old finance patterns are breaking down. New and better ones must be developed.

(continued)

TABLE I (continued)

Questions and Answers	Discussion
4. How can educationally and economically efficient schools be assured in all areas of the country?	
a. By organizing school districts into units containing sufficient pupils to maintain comprehensive elementary and high school programs and financing these on a "partnership" basis with revenues derived from local, state and federal sources.	All types of school districts from sparsely populated to urban metropolitan centers should be assured adequate finances to operate good schools. Each local school district should be required to make at least a specified tax effort. By collecting broad-based taxes on the wealth of the states, wherever it may be located, and allocating this revenue to school districts where the children reside, we can bring finances for each school to an acceptable level of support. In addition, federal assistance to maintain an acceptable level is advised by most authorities.
b. Each community finances its own schools from its own resources.	Some local communities would have sufficient funds to operate their schools if residents were not required to make heavy state and federal tax contributions. State and federal governments might help local communities maintain good schools by reducing their tax demands so that sufficient money would be available to local taxpayers to pay for the level of education they want for their children. (An alternate proposition would allow taxpayers a tax credit against their state and/Or federal obligations in the amount they paid in local school taxes.) None of these proposals equalize wide differences in ability of local communities.
c. Only where the state assumes all, or nearly all, responsibility for financing schools can economically and educationally efficient schools be assured for all children.	Because of economic and social differences in communities, no assurance of equal educational opportunity for all children can be achieved unless the state spells out minimum education. Tax machinery of the state and federal governments is more impartial, less regressive and more efficiently administered than local property taxes.

(continued)

TABLE I (continued)

Questions and Answers	Discussion
	Population growth and migration, modern communication, and high speed transportation have expanded the "community concept" to larger areas. These trends will a accelerate in the future and should be reflected in expanded area organization and school support.
5. Can money spent on education be considered an investment for production of more capital?	
a. Money spent on education results both in consumption of goods and services and in development of increased productive capacity of tomorrow's adults.	Money spent on education has certain aspects of both consumption and production. It satisfies human wants, and it is productive of higher levels of earning. Hence, it is an investment in future consumption and in future earnings. Investments in education pay tremendous returns in economic, cultural, social and scientific progress both to individuals and to society. Education is such a good investment that our citizens should be putting a lot more money into it. They may when they realize potential economic returns from their educational investments.
b. Money spent for education is not available to buy other goods or services and is therefore used for consumption.	In terms of economics, money may be used for goods or services which are used up in the process of satisfying wants. An artillery shell or a rocket are examples of consumptive goods. Or money may be used for goods which help to produce other goods. Tools, power dams, and reclamation projects are examples of producer goods. Money spent for education does not entirely fit either classification exclusively.

(continued)

TABLE I (continued)

Questions and Answers	
c. Money spent on education yields returns in greater earning power of individuals and is therefore productive in nature.	Education is not directed only at enhancing ability of future adults to produce more at higher levels of skill and earn more. To the extent that educational expenditure results in the satisfaction of human wants, it is buying consumption goods.
6. How can continued local interest and control of schools by local people be assured?	
a. Provide financial incentives so that local communities are encouraged to provide programs of a quality higher than the minimum levels of support established by the state for all school districts.	Most state school finance programs permit local school districts to raise extra funds by voting additional local property taxes; some of the newer state finance programs encourage it by extending state aid on a matching basis for each extra dollar raised at the local level.
b. Provide some leeway in school finance so that local school communities are permitted by their own additional local tax effort to provide quality programs above the established level for all school districts.	School finance programs in various states permit local school districts to support educational programs beyond the minimum level out of their own resources. Constitutional restrictions and heavy dependence on local taxes for other governmental services may severely restrict school districts' ability to raise funds even though the majority of persons in the community would like to provide them.
c. Provide public hearings before final adoption of school budgets and financial policies.	Citizens elect their school boards, state legislators and other representatives who pass laws and make policies concerning financing public schools. School board candidates and elected representatives run for office on the basis of platforms and issues which provide a public forum maintaining a high level of local interest in school programs and budgets.

(continued)

TABLE I (continued)

Questions and Answers	Discussion
7. How can needed improvements in school financing be developed and put into operation?	
a. Local school authorities work with teacher associations, school patrons, taxpayer groups, and legislative bodies to develop a desirable school program and a system to finance it.	Citizens look to professional staffs in schools for leadership in developing better school support programs. In practice, it falls upon superintendents and other administrators, under direction of the Board of Education, to conduct business operations of the schools. Teachers now, however, are accepting a more active role as members of the professional team. As such, they have a responsibility to know and participate in financial matters. Upon the school budget hinges the salary schedule, the quality and quantity of textbooks and instructional supplies, and the adequacy of the school curriculum. The teacher needs to be involved in matters which determine quality of instruction as well as those pertaining to his own economic status. This involvement demands at least basic knowledge of the principles of school finance.
b. The state legislature adopts a school finance system that has proved successful in another state.	The differences in the tax systems appropriate to the various states, geography, ecology, school organization patterns, urban-rural and demographic factors make it impractical for one state to adopt another state's financial system in detail. States have similar programs in principle.
c. Representative citizens determine general principles and leave it up to finance "experts" to work our the mechanics.	Principles should be developed by persons most knowledgeable, using contributions of experts wherever possible.

(NEA, Financing Public Schools, A Study Guide, pp. 7-16.)

The Partnership Dilemma

There are a variety of opinions as to how schools should be financed and controlled--who should pay the costs, and what proportion each in a partnership arrangement should contribute in funds and leadership. Education in this nation has reached such a level of importance, through expenditures and participation, that some form of local-state-federal partnership is essential to meeting current and future demands.

Reliance on local support, while viewed by some as the truly American form of free enterprise, has one main inherent weakness, inequality of educational opportunity resulting from limitations in many localities. These exist primarily because of lack of local wealth to provide sufficient funds and/or lack of a community attitude conducive to educational understanding and support. Some poorer districts cannot finance satisfactory schools even if confiscatory tax rates were employed. Even some affluent districts experience difficulties because of low property assessment, excessive exemptions and state limitations of rates and revenue sources. However, even though these financial limitations do exist, local communities should exercise strong leadership and control in local education.

Fulfillment of state constitutional responsibility has required states to provide a considerable part of funds necessary for local school budgets. Three fundamental considerations have led to justification of state support: (1) Primary concern to the people of the state as a whole that each individual shall have a good education. The mobility of the population quickly spreads the effects of good schools as well as of poor schools. (2) Without state support, educational opportunity will be extremely unequal or may even be denied to some, since communities differ so widely in ability to finance education (3) A fairer distribution of costs among various tax sources.

There have been commendable efforts by most localities and states to raise sufficient revenue to provide a high level of educational opportunity and experience for all children, but many have been inadequate. For this reason, continued growth of national support emerges not only as beneficial but also essential. Because of limitations in revenue abilities between states and communities, substantial increases in national support of the public schools will be necessary to supplement educational opportunities.

Thus, it is evident that by necessity education must become even more of a partnership between local, state and federal governments. The high rate of societal mobility illustrates need for quality education for all the nation's citizens. New Mexico, nor any other state, can any longer claim exclusive rights to or responsibility for individuals residing therein on what may be a temporary basis. Because all levels either benefit or suffer from educational investment, all should share responsibility. For the partnership to be most effective, grounds for compatible control of schools must be established to accompany any proposed financial plan. In light of rising cost of educating people and potential cost of *not* educating them, the dilemma of partnership funding and control demands immediate and continued steps toward effective solution. To equalize educational opportunity for America's people, it is necessary to provide resources equal to the task.

State and National Conditions: Past, Current and Projected

There is a need for understanding New Mexico's past experiences which have contributed to and resulted in present situations. Upon the basis of this understanding and utilization of justifiable assumptions, projections of future conditions can be made and plans can be formulated for adequately meeting situations as they arise.

Projections can be beneficial in planning future needs and conditions, regardless of the degree of their accuracy, because they act as both indicators and stimulators. However, efforts should be made to achieve as much accuracy as possible in projections. One should be highly selective in considering projections because some are more reliable than others.

INFORMAL
DISCUSSION
GROUP

Projections become most meaningful when considered in light of past and current events. This has been applied in data descriptive of New Mexico's educational and financial climate. The statistical data contained herein should provide at least partial answers to important questions as:

1. What has been New Mexico's past conditions and performance levels?
2. How does New Mexico currently rank with other states?
3. How does the economic future look for New Mexico and the nation?

Population, Employment, and Economy

One word, "growth," describes both recent and projected happenings in the areas of population, employment and economy in New Mexico and throughout the nation. Educational needs of a state and ability to meet these needs are determined by that state's population, level of employment and the economy on which it relies.

New Mexico's future holds a steady, if not dramatic, increase in population. Along with this, there is projected an accompanying growth in employment. In 1950, 32 percent of the state's population was employed. This increased to 32.6 percent in 1960 and projections call for 35.1 percent in 1970 and 35.2 percent in 1980.

If one were to hypothesize that New Mexico needs an employment ratio of 33 or more persons per one hundred population for economic stability and growth, conditions in the 1970's and 1980's would show improvement over the two preceding decades. However, there still would remain certain counties with economic difficulties. In 1960 the state average was below the 33 percent employment level as were 18 of its counties with Mora being low at 15.4 percent. Projections for 1970 indicate that the state average will surpass this hypothesized "magic" figure, but that 13 counties still will be below this ration with Sandoval being low at 20 percent. Predictions for 1980 indicate another increase and only 11 counties being below the desired minimum ratio.

In order to relate population to either employment or education, it becomes necessary to consider population distribution by age group. In view of New Mexico's rather high ration of school age children to adults, this distribution takes on added significance.

Tables II and III illustrate age group distribution by population, employment, and labor force in New Mexico from 1950 to 1980.

TABLE II

PROJECTIONS OF NEW MEXICO POPULATION BY AGE GROUP FROM 1950 TO 1980

(all figures, except percentages, in thousands)

	1950	1960	1970	1980
Population:				
0-13 years of age	224.9	334.1	395.4	522.2
14-24 years of age	127.0	160.7	218.4	292.3
25-44 years of age	194.4	251.4	310.4	415.8
45-64 years of age	101.8	143.5	199.4	266.6
65 + years of age	33.1	51.3	84.4	133.1
Total Population:	681.2	951.0	1208.0	1630.0
Percent of Population:				
0-13 years of age	33.0	36.2	32.7	32.0
14-24 years of age	18.7	16.9	18.1	17.9
25-44 years of age	28.5	26.4	25.7	25.5
45-64 years of age	14.9	15.1	16.5	16.4
65 + years of age	4.9	5.4	7.0	8.2
under 14 years of age	33.0	36.2	32.7	32.0
14 years and over	67.0	63.8	67.3	68.0
Implications:				
Decennial percentage population increase		39.6	26.5	34.9
Proportion of U.S. population increase		.96	.90	1.16
Proportion of total U.S. population		.53	.58	.67

(Edgel, "Projections of the Population of New Mexico....to the Year 2000," New Mexico Business.)

TABLE III

PROJECTIONS OF EMPLOYMENT AND LABOR FORCE BY AGE GROUPS IN NEW MEXICO TO THE YEAR 1980

(all figures, except percentages, in thousands)

	1950	1960	1970	1980
Employment	218.2	309.8	424.6	573.0
Labor Force	229.5	328.0	446.9	603.0
Persons in Labor Force:				
14-24 years of age	50.2	68.9	98.3	132.0
25-44 years of age	113.8	159.6	203.3	274.4
45-64 years of age	56.9	89.4	130.6	177.3
65 + years of age	8.6	10.1	14.7	19.3
Percent of Labor Force:				
14-24 years of age	21.9	21.0	22.0	21.9
25-44 years of age	49.6	48.7	45.5	45.5
45-64 years of age	24.8	27.3	29.2	29.4
65 + years of age	3.7	3.1	3.3	3.2
Labor Force Participation Rate:				
14-24 years of age	39.5	42.3	45.0	45.2
25-44 years of age	58.5	63.5	65.5	66.0
45-64 years of age	55.9	62.3	65.5	66.5
65 + years of age	26.0	19.7	17.4	14.5
Employment-Participation Rates:				
Total population	681.2	951.0	1208.0	1630.0
Total employment	218.2	309.8	424.6	573.0
Percentage of population employed	32.0	32.6	35.1	35.2

(Edgel, "Projections of the Population of New Mexico....to the Year 2000," New Mexico Business.)

Of all resources at the disposal of a community, state or nation, human resources make the greatest contribution to the economic climate. In this complex society, much attention is directed to size of population areas, number of persons employed, type of work engaged in, and potential growth or decline within these employment areas as to the number of employees needed.

One can easily recognize implications for education related to these considerations. This is especially true in that educational systems share in responsibility for providing persons with necessary abilities to fill needs of modern industry. This responsibility becomes even more awesome when attention is directed to the probable necessity of additional training and/or retraining for large groups of individuals to meet changing demands and emphasis of various employment areas.

The best way to describe New Mexico's position in employment is that it is in a period of change which appears healthy in most industrial areas.

The United States' affluence, as measured by the rising gross national product (GNP), represents an increased ability to support education at higher levels of quality.

Projections of the GNP are useful in predicting financial conditions for the nation, but there is a general lack of comparable data on the state level. Most recent figures indicate that New Mexico's gross state product, according to the value added by the state's industry, was $2,920,463,000 in 1964. This is at least indicative of economic growth in the state as the 1964 figure represents an increase of almost 5.8% over 1963 and an increase of slightly more than 107% between 1954 to 1964.

TABLE IV

NEW MEXICO PER CAPITA INCOME TRENDS: 1950-1966

	New Mexico Per Capita Personal Income	
Year	Amount	Percent of U. S. Average
1950	$ 1,777	78.7%
1960	1,890	85.3
1965	2,193	79.9
1966	2,310	78.6

(Edgel, "Projections of the Population of New Mexico....to the Year 2000," New Mexico Business.)

Based on past events and projected conditions, New Mexico can expect continued steady growth in population and employment levels. According to predictions of employment by industry, New Mexico can expect increased demands for trained personnel in manufacturing, services and state and local government. There is a marked downward trend in demand for agricultural workers.

The national economy is expected to grow at a rapid rate based on projected GNP. There is no reason to predict contrary conditions for New Mexico based on the growth rate of the gross state product.

New Mexico desperately needs improved and coordinated planning efforts concentrating on ways to bring about desirable change, ways to speed up or slow down change and ways to meet change when it occurs. Efforts of the Planning Office, the Bureau of Business Research, and some legislative committees have been commendable, but all too often uncoordinated with one group almost totally unaware of the progress of the others. A fully coordinated master plan for the development of New Mexico would enhance the ability of the State Department of Education to carry out its educational responsibilities.

New Mexico's Education Position

Often when New Mexico's school situation is discussed, there is a tendency to overemphasize some conditions and completely overlook others. Areas stressed are dependent on the issue at hand or the individual or group speaking.

The rather lengthy table which follows offers a better composite of the "education problem" in New Mexico. The data tabulated is a summarization of the NEA Research Division's report entitled Rankings of the States,

1968. In addition to NEA's own research resources, the Research Division relied heavily on data obtained from the U. S. Department of Commerce, the U. S. Department of Health, Education and Welfare, and various public and private agencies for statistical data.

This table graphically illustrates New Mexico's current position on education in relation to effort expended in terms of ability. The information is presented in comparative form through relating New Mexico's position to the high ranking state, low ranking state and national average or total for selected years between 1963 and 1968. Comparisons appear for elements within these nine areas: (1) Population, (2) school enrollment and attendance, (3) teachers, (4) educational attainment, (5) financial resources, (6) governmental revenue, (7) school revenue, (8) governmental expenditures, and (9) miscellaneous.

The comparisons indicate New Mexico's position in regard to education as: (1) New Mexico's effort to support education is high, ranking first among states in percentage of personal income for education with 7 percent. (2) In most areas considered, New Mexico's economic ability to support education is below the national average. For example, per capita income is only $2,385--39th among states. (3) Regardless of the state's low ability and high effort, there remains an overwhelming need for improvement of the educational program. In the following table all dollar amounts for Alaska were reduced by about one-fourth to make the purchasing power of Alaska figures generally comparable to figures reported for other areas of the U.S. These adjustments are reflected in reporting high and low ranking states.

TABLE V

RELATIVE COMPARISONS OF ELEMENTS IN NINE AREAS THAT INFLUENCE OR REFLECT STATE EDUCATIONAL PROGRAMS

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
Population:				
Estimated school age population (5-17), July 1967	Califoria 4,870,000	Alaska 84,000	51,584,000	Rank - 36 315,000
Estimated school age population (5-17) as percent of total resident population, 1967	New Mexico 31.4%	New York 23.6%	26.1%	Rank - 1 31.4%
Estimated percent of change in school age population (5-17), 1966 to 1967	Alaska +6.3%	West Virginia -1.3%	+1.5%	Rank - 13 +2.6%
Number of school age children (5-17) per 100 adults aged 21-64, 1966	New Mexico 69	New York 45	52	Rank - 1 69
Percent of population that is urban, December, 1966	New Jersey 88.0%	North Dakota 38.5%	70.6%	Rank - 19 69.3%
School Enrollment and Attendance:				
Number of basic administrative units, 1967-68	Nebraska 1,800	Hawaii 1	20,195	Rank - 40 90
Estimated public elementary and secondary school cumulative enrollment, 1966	California 4,913,000	Alaska 77,000	45,454,390	Rank - 37 290,800
Percent change in public elementary and secondary school enrollment, 1957-58 to 1967-68	Nevada +139.1%	West Virginia -8.5%	+35.8%	Rank - 9 +53.9%

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
School Enrollment and Attendance (continued):				
Public school enrollment as percent of total school enrollment, Fall 1966	North Carolina 98.2%	Rhode Island 73.0%	86.5%	Rank - 23 90.1%
Average daily membership in public schools, 1967-68	California 4,520.000	Alaska 64,650	42,231,670	Rank - 32 273,300
Average daily attendance as percent of average daily membership, 1967-68	New Mexico 97.1%	Arizona 91.5%	93.9%	Rank - 1 97.1%
Teachers:				
Pupils per teacher in public elementary and secondary schools, Fall 1966	Alabama 28.1	South Dakota 18.6	24.1	Rank - 25 23.4
Estimated average salaries of all teachers in public schools, 1967-68 (preliminary)	California $8,900	Mississippi $4,611	$7,296	Rank - 26 $6,981
Estimated average salaries of instructional staff in public schools, 1967-68 (preliminary)	California $9,450	Mississippi $4,735	$7,597	Rank - 27 $7,040
Percent increase in instructional staff salaries, 1966-67 to 1967-68	Iowa 13.0%	Mississippi 0.6%	6.6%	Rank - 37 4.5%

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average of Total	New Mexico
Educational Attainment:				
Median school years completed by all persons 25 years old and older, 1960	Utah 12.2	South Carolina 8.7	10.6	Rank - 17 11.2
(white)	(12.2)	(10.3)	(10.9)	(11.5)
(nonwhite)	(10.1)	(5.9)	(8.2)	(7.1)
Percent of population 14 years old and older illiterate in 1960	Louisiana 6.3%	Iowa 0.7%	2.4%	Rank - 8 4.0%
Public high school graduates in 1966-67 as percent of ninth graders in Fall 1963	Minnesota 92.0%	Georgia 64.9%	77.8%	Rank - 36 73.2%
Percent increase in number of high school graduates, 1961-62 to 1966-67	Nevada 88.9%	Hawaii 22.4%	42.8%	Rank - 3 58.8%
Financial Resources:				
Per-capita personal income as percent of national average 1966	Connecticut 124.5%	Mississippi 60.0%	100.0%	Rank - 39 80.5%
Personal income per child of school age (5-17), 1966	New York $14,848	Mississippi $6,162	$11,419	Rank - 46 $7,785
Per capita disposable personal income, 1963	Nevada $2,781	Mississippi $1,266	$2,122	Rank - 37 $1,739
Net effective buying income per household, 1966	Hawaii $10,677	Mississippi $5,961	$8,532	Rank - 40 $7,312

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average of Total	New Mexico
Governmental Revenue:				
Per capita federal aid payments to state and local governments, individuals and private institutions, fiscal 1966	Alaska $390	New Jersey $47	$88	Rank - 7 $178
Per capita total general revenue of all state and local governments, 1965-1966	Wyoming $672.95	South Carolina $280.27	$423.96	Rank - 6 $540.22
Per capita total tax collections of state and local governments, 1965-1966	New York $409.94	South Carolina $180.84	$289.70	Rank - 29 $261.35
State and local tax collections in 1965-55 as percent of personal income, 1966	Wyoming 12.0%	Ohio 7.9%	9.8%	Rank - 13 11.2%
Per capita property tax revenue of state and local governments, 1965-1966	California $198.34	Alabama $32.99	$125.96	Rank - 41 $60.27
Per capita tax revenue, fiscal 1967	Hawaii $297.05	Nebraska $95.09	$161.92	Rank - 6 $205.15
Per capita local tax collections, 1965-66	Massachusetts $190	Alabama $27	$122	Rank - 46 $48
State Tax Revenue in fiscal 1967 as percent of personal income in 1966	Hawaii 9.9%	Nebraska 3.3%	5.5%	Rank - 2 8.6%

(continued)

TABLE V (continued)

Comparison Area and Elementary	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
School Revenue:				
Total public school revenue receipts per pupil in ADA, 1967-68	New York $1,118	Mississippi $422	$726	Rank - 29 $650
Total public school revenue, 1966-67, as percent of personal income, 1966	New Mexico 7.0%	Ohio 3.2%	4.7%	Rank - 1 7.0%
Local and state revenue for public schools as percent of per sonal income, 1966	Utah 6.5%	Rhode Island 3.2%	4.7%	Rank - 5 6.0%
Estimated percent of revenue receipts for public school support from state governments, 1967-1968	Hawaii 84.4%	Nebraska 3.9%	40.3%	Rank - 5 64.0%
Estimated percent of revenue receipts for public school support from the federal government, 1967-68	Alaska 29.5%	Wyoming 3.0%	7.7%	Rank - 4 16.9%
Local public school revenue as percent of state and local school revenue, 1967-68	Nebraska 95.7%	Hawaii 5.7%	56.3%	Rank - 48 23.0%
Governmental Expenditures:				
Per capita state expenditures for all education, 1966	New Mexico $191.76	Massachusetts $37.71	$91.00	Rank - 1 $191.76

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
Governmental Expenditures(continued):				
Per capita total expenditures of state and local governments for all education, 1965-66	Wyoming $275.26	Mississippi $117.82	$169.95	Rank - 3 $237.41
State and local total expenditures for all education as percent of direct general expenditures for all functions, 1965-66	Utah 51.5%	Alaska 29.9%	40.2%	Rank - 3 46.5%
Direct expenditures of state and local government for all education in 1965-66 as percent of personal income in 1966	Wyoming 10.4%	Massachusetts 4.1%	5.7%	Rank - 3 10.2%
Per capita state tax funds for operating expenses of higher education, 1966-67	Washington $44.37	Massachusetts $10.64	N.A.	Rank - 12 $28.87
State expenditures for state institutions of higher education per capita of population, 1966	Utah $80.00	New Jersey $15.80	$32.57	Rank - 3 $74.42
Per capita state and local expenditures for local schools (including capital outlay), 1965-66	Wyoming $172.37	Mississippi $79.79	$128.10	Rank - 7 $157.37

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
Government Expenditures (continued):				
Estimated current expenditures for public elementary and secondary schools per pupil in ADA, 1966-67 (revised)	New York $918	Mississippi $339	$573	Rank - 30 $512
Current expenditures per public school pupil in ADA as percent or national average, 1966-67 (revised)	New York 160.2%	Mississippi 59.2%	100.0%	Rank - 30 89.4%
Estimated current expenditures for public elementary and secondary schools per pupil in ADA, 1967-68	New York $982	Mississippi $346	$619	Rank - 34 $536
Current expenditures per public school pupil in ADA as percent of national average, 1967-68	New York 158.6%	Mississippi 55.9%	100.0%	Rank - 34 86.6%
Total current expenditures for public elementary and secondary schools in 1966-67 as percent of personal income in 1966	Alaska 6.1%	Illinois 2.9%	3.9%	Rank - 4 5.5%

(continued)

TABLE V (continued)

Comparison Area and Elements	Highest Ranking State	Lowest Ranking State	U. S. Average or Total	New Mexico
Governmental Expenditures (continued):				
Percent increase in estimated current expenditures per pupil in ADA, 1957-1958 to 1967-68	Georgia 142.9%	New Mexico 44.5%	91.0%	Rank - 50 44.5%
Current expenditures per pupil in average daily membership, 1967-1968	New York $905	Mississippi $324	$581	Rank - 28 $520
Expenditures per student enrolled in federally aided vocational programs, 1965	Massachusetts $192	Maryland $36	$90	Rank - 8 $129
Miscellaneous:				
Estimated per-capita retail sales, 1966	Illinois $1,786	Mississippi $1,028	$1,529	Rank - 42 $1,294
Percent of state acreage owned by the federal government, June 30, 1966	Alaska 98.0%	Connecticut 0.3%	33.7%	Rank - 10 34.4%
Number of known major crimes per 100,000 population, 1966	California 2,825.7	North Dakota 560.5	1,656.0	Rank - 10 1,847.6
Change in rate of known major crimes, 1965-66	Louisiana +25.4	Mississippi -15.0	+10.2	Rank - 4 +22.0

(NEA, Ranking of the States)

Some Projections for Education

As the nation's population continues to expand, corresponding demands can be expected from education. The magnitude of these demands is reflected below:

TABLE VI

FALL ENROLLMENT, ACTUAL AND PROJECTED, IN PUBLIC SCHOOLS IN THE UNITED STATES, 1956-1976

	Enrollment (in thousands)		
Year (Fall)	K-12	K-8	9-12
1956	31,719	24,541	7,178
1961	37,464	28,095	9,369
1966	43,055	31,157	11,898
1971	45,800	31,800	14,000
1976	45,700	30,500	15,200

(U.S. Department of Health, Education and Welfare, Projections of Educational Statistics to 1976-77.)

There are far-reaching implications for educational finance throughout the nation. One of the greatest is the need for teachers. Table VII indicates the number of classroom teachers in elementary and secondary schools from 1956 through 1976 as reported by the U.S. Office of Education.

TABLE VII

ClASSROOM TEACHERS IN PUBLIC SCHOOLS IN THE UNITED STATES, 1956-1976

	Number of Teachers (in thousands)		
Year (Fall)	K-12	Elementary	Secondary
1956	1,199	751	447
1961	1,461	869	592
1966**	1,788	1,005	783
1971**	1,977	1,037	940
1976**	2,018	1,000	1,018

**These projections include effect of the Elementary and Secondary Education Act of 1965. Without the financial assistance provided through the Act, the total number of public classroom teachers would need to be decreased as follows: 1966, 61,000; 1971, 90,000; and 1976, 91,000. (U.S. Department of Health, Education and Welfare, Projections of Educational Statistics to 1976-77.)

There is often heard a plea for reduced pupil-teacher ratios to allow improvements through more individualized instruction. There are other factors involved; e.g., individual diagnosis and prescription of each student's desires, interests, needs and abilities. There are indications that students can indeed benefit at times from mass instruction (60 to 150 students or more in one group), but there are other times when a pupil-teacher ratio of one-to-one is needed. With increased flexibility through team teaching and para-professional support personnel, instruction is destined to become more individualized. However, there still exists the tendency to relate educational excellence to pupil-teacher ratios; therefore, the following table is presented to direct attention to actual and projected changes in this area.

TABLE VIII

PUPIL-TEACHER RATIOS IN PUBLIC SCHOOLS OF THE UNITED STATES, 1956-1976, AND CONSIDERATION OF THE EFFECTS OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

Year	Includes effect of ESEA		Excludes effect of ESEA	
(Fall)	Elementary	Secondary	Elementary	Secondary
1956	29.6	21.2		
1961	28.3	21.7		
1966	27.0	20.3	27.6	21.4
1971	25.9	20.1	26.8	21.4
1976	25.1	20.2	26.0	21.4

(U.S. Department of Health, Education and Welfare, Projections of Educational Statistics to 1976-77.)

The preceding projected increases in population, school enrollment and teachers employed give rise to the obvious assumption that the costs will correspondingly increase. These expected increases are partially reflected and explained in the following table.

TABLE IX

EXPENDITURE INCREASES IN PUBLIC SCHOOLS IN THE UNITED STATES, 1961-62 TO 1976-77

	1961-1962	1966-1967	1971-1972	1976-1977
Pupils:				
Average daily attendance (in thousands)	34,682	39,800	42,500	42,400
Expenditure per pupil in ADA (in 1966-67 dollars)	$ 458	$ 569	$ 650	$ 733
Total allocated to pupil costs (in billions of 1966-67 dollars)	$ 15.9	$ 22.6	$ 27.6	$ 31.1
Instructional Staff:				
Estimated total annual demand for additional certified teachers (in thousands)	172.4	208.2	174.0	170.9
Number of instructional staff--employed teachers and support personnel (in thousands	1,591	1,976	2,217	2,366
Average annual salary of instructional staff (in 1966-67 dollars)	$6,238	$7,100	$8,100	$9,000
Total annual expenditure for instructional staff salaries (in billions of 1966-67 dollars)	$ 9.9	$ 14.0	$ 18.0	$ 21.3
Capital Outlay:				
Annual number of rooms completed	72,089	75,000	71,000	71,000
Cost per room (in thousands of 1966-67 dollars)	$ 48.6	$ 53.3	$ 54.0	$ 54.0
Total (in millions of 1966-67 dollars)	$3,500	$4,000	$3,800	$3,800

(continued)

TABLE IX (continued)

	1961-1962	1966-1967	1971-1972	1976-1977
Summary (in billions of 1966-67 dollars):				
Current education program expenditures	$ 16.4	$ 23.4	$28.4	$ 32.0
Capital outlay expenditures	$ 3.5	$ 4.0	$ 3.8	$ 3.8
Interest on public school debt	$ 0.6	$ 0.9	$ 1.2	$ 1.5
Total public school expenditures	$ 20.5	$ 28.3	$ 33.4	$ 37.3

(U.S. Department of Health, Education and Welfare, Projections of Educational Statistics to 1976-77.)

In light of the expansion of financial need, the public has every right to expect results from increased expenditure of tax dollars. However, it is very difficult to determine the relationships between input of resources and output of education.

The tendency has been to evaluate performance on the basis of educational achievement of the nation's citizens. This does not in itself provide a complete barometer. However, it indicates great strides throughout the nation. Numerous countries still are compelled to measure education in terms of literacy rates, rather than numbers of high school and college graduates.

Changes and advancements in society and technology will continue to place demands on education to provide a highly educated citizenry. Projections in Table X indicate that these demands will be met by increases in educational achievement levels that parallel projected increases in population, employment and expenditures for support of schools. All figures are rounded.

TABLE X

HIGH SCHOOL AND COLLEGE GRADUATES, ACTUAL AND PROJECTED
IN THE UNITED STATES, 1956-67 TO 1976-77
(in thousands)

	High School Graduates		College Graduates - By Degrees		
Year	Public	Private	Bachelor's	Master's	Doctor's
1956-57	1,282	164	338.4	61.9	8.8
1961-62	1,685	240	417.8	87.9	11.6
1966-67	2,404	269	570.0	132.8	18.8
1971-72	2,883	306	779.0	194.2	26.8
1976-77	3,229	323	961.0	247.7	38.7
Percent Increase:					
1956-57- 1966-67	88.4%	64.0%	68.4%	114.5%	113.6%
1966-67- 1967-77	34.3%	20.0%	68.6%	87.3%	105.9%

(U.S. Department of Health, Education and Welfare, Projections of Educational Statistics to 1976-77.)

Implications of Projections for New Mexico School Finance

There is a lack of adequate information to project with great accuracy the operational expectations of public schools in New Mexico. It is evident that to be equipped to meet demands and provide support as they emerge, there must be some indication of what to expect. As has been indicated, it would be advantageous for the legislature and/or the Department of Education to direct additional attention and resources to the development of a master plan.

Projected enrollment in New Mexico's public schools will surpass 291,000 in 1970. If the state has initiated a preprimary program by that date, this figure is expected to be approximately 303,000.

It is projected that enrollment will approach 391,200 by 1980. It will be much larger through inclusion of preprimary and post-high school programs.

Increased enrollments will demand additional funds for materials, equipment, facilities and personnel. Special consideration must be given for additional capital outlay for instructional space. One research analysis of the capital outlay situation in New Mexico school districts arrived at the following conclusions and recommendations:

> School districts within the State of New Mexico vary widely in their ability to finance capital outlay.
>
> Many districts have manifested minimal, if any, effort in capital outlay monies.
>
> In some districts economic changes have occurred which rapidly altered fiscal ability to finance capital outlays.
>
> In contrasting geographical differences, certain regions appear more capable of raising future monies for school housing than do others.
>
> Small districts have manifested a higher projected ability per student to finance capital outlays than large districts; however, careful notice should be given previous effort in that many small districts have maintained freedom from bonded indebtedness.
>
> Consideration should be afforded those districts which, despite high effort, may be unable to finance needed construction, and that state assistance be considered.
>
> Those districts with building needs which have manifested limited efforts should be required to reasonably utilize their ability prior to any form of state assistance or financial participation.

(Benson, An Analysis of Ability to Finance...., pp. 102-108.)

Thus, New Mexico must take positive action on state and local levels if the educational challenges are to be met. Regardless of different views on how best to meet financial demands of projected population and enrollment, it is essential that *they be met*.

Alternatives provided herein should not be considered as "either-or" proposals. Realistically, the best financing for the state's schools might evolve into a combination of several plans, especially in the 1980's. These proposals merely represent some that are commonly recognized within the realm of possibilities.

Marks of a Good School Finance Program

A good summary of the principles of school finance found throughout the literature follows:

1. Financial support for schools should provide for an adequate program of education (a Foundation program of essential school services and facilities) for all who attend public schools.

2. Sources of revenue should be related to sources of income of the people; i.e., tax systems should be appropriate to economic pattern of the state.

3. School districts should be required to make an equal tax effort to support the foundation program. Once local tax effort is equated, the state should participate on a partnership basis.

4. States should encourage educational progress by participating with those districts desiring to go beyond the foundation program and willing to make additional tax effort.

5. The state finance plan should encourage efficient organization and administration of school districts.

6. The state plan should provide maximum opportunity for development and exercise of leadership and responsibility at the local level.

7. Justified cost variables--levels of programs, sizes of districts, metropolitan factors, geographical features--should be accounted for in the apportionment formula.

8. Various revenue sources, open incidentally to some but not all districts (e.g., Federal P.L. 874, AEC, and BIA funds which go to schools "impacted" with Federal activities) should be included in available funds for the foundation program to the extent allowed by federal courts.

9. Mechanics of the apportionment formula should be simple and clear for facilitating understanding and application.

10. The state plan should emphasize continuous evaluation and long-range planning. It should be flexible enough to meet changing conditions.

(NEA, Financing Public Schools, ..., pp. 57-8.)

Past fiscal programs for supporting New Mexico's public schools lacked several of these essential elements which contributed in part to inadequacy and eventual unacceptability of these plans.

Developing State Support in School Finance

A number of recognized authorities have made major contributions to conceptual designs which are embodied in various financial plan alternatives. Some are summarized in the following.

A classic statement by Elwood P. Cubberly as early as 1905 is timely for problems of financing today:

> The state owes it to itself and to its children, not only to permit the establishment of schools, but also to require them to be established, even more, to require that these schools, when established, shall be taught by a qualified teacher for a certain minimum period of time each year, and taught under conditions and according to requirements which the state has from time to time seen fit to impose. While leaving the way open for all to go beyond these requirements, the state must see that none fall below.
>
> Theoretically, all the children of the state are equally important and are entitled to have the same advantages; practically, this can never be true. The duty of the state is to secure for all as high a minimum of good instruction as is possible, but not to reduce all to this minimum; to equalize the advantages to all as nearly as can be done with the resources at hand; to place a premium on those local efforts which will enable communities to rise above the legal minimum as far as possible; and to encourage communities to extend their educational energies to new and desirable undertakings.

(Cubberly, School Funds and Their Apportionment, p. 17.)

In the early 1920's, Harlan Updegraff accepted most of Cubberley's concepts and made some further advances in the theory of state support. He proposed an interesting variable level equalized foundation program providing for different guarantees of funds per teacher unit from a combination of state and local revenues depending on the amount of local taxes levied. The Updegraff plan also provided for additional matching efforts to enable districts to surpass established state minimums. This plan did not meet with much favor at the time it was proposed, but now a number of state support plans incorporate some of the basic concepts.

In the mid-1920's, George Strayer and Robert Haig further advanced equalization of educational opportunity and the equalization of school support, presenting the following model of principles:

1. Compute the cost of a satisfactory minimum educational offering in each district of the state;
2. Compute the yield in the district of a uniform state mandated local tax levy on the equalized valuation of property; and
3. Provide the difference between the cost of the minimum program and the yield of the required minimum tax levy from state funds.

(Financing of Education...., p. 19.)

Paul Mort developed basic techniques for applying the Straye-Haig model. It was necessary to develop a defensible plan for measuring the cost of the state assured minimum program before the model could be used. This involved: (1) Determining elements to include in the minimun program; (2) computation of units of educational needs; and (3) conversion of units of need into dollars. Mort further developed criteria for determining the elements to include in the minimum or foundation program:

1. An educational activity found in most or all communities throughout the state.
2. Unusual expenditures for meeting general requirements due to causes over which a local community has little or no control. If they arise from causes reasonably within the control of the community, they cannot be considered.
3. Some communities offer more years of schooling or a more costly type of education than is common. If it can be established that unusual conditions require any such additional offerings, they can be recognized as a part of the equalization program.

(The Measurement of Educational Need. pp. 6-7.)

Combined elements of numerous theoretical concepts led to the Strayer-Haig-Mort formula for computing local financial ability to support a foundation program. The formula calls for multiplying a state-mandated uniform local levy by equalized property valuation. The yield is subtracted from computed cost of the foundation program in order to determine state funds needed. This method is recommended because the property tax is the only tax that most local boards of education can levy. Therefore, what is needed is a measure of local tax revenue which can be tapped by local districts. This would require potential revenue from each school district through property. Local assessments vary widely in policies relating to percentage of market value which property is assessed. This problem can be rectified only by equalized assessments throughout the state.

Concepts of Henry Morrison differ greatly and have been adopted only in Hawaii. Morrison's model abolishes local school districts and the state becomes both the unit for all taxation for support of the schools and administration of them. These concepts have not been well received because the dominate American political thought places emphasis on the value of local control processes. (Morrison, School Revenue.)

Also, there are those who suggest that educational support and control be under the direct jurisdiction of the federal government should local or state governments fail in meeting responsibilities.

These various theories were proposed at fairly distant times in the past, but are still relevant in considering a sound plan for state support of education. During the 1967-68 movement toward a foundation program for New Mexico schools, most of the theories were proposed, discussed and often heatedly debated, both within and outside legislative circles.

Educational Finance Plan Alternatives

Funding alternatives have been grouped into three areas: (1) Utilization of past or present New Mexico programs, (2) utilization of the foundation concept, and (3) utilization of the planning-programming-budgeting system concept. Other alternatives that can be derived through modification and creation of additional innovative funding programs should be given serious consideration as emerging needs and state conditions dictate.

Alternative One - Past or Present Funding Programs

This alternative consists of numerous possibilities to adopt a future finance plan by reverting to some previous funding program such as the one which accompanied the de-earmarked funds era. Within the realm of this alternative is merely continuing the program currently in operation. While both past and present plans have certain merits, any revival or continuation would require major revisions throughout the years. These adjustments would be essential to certain changes which will have tremendous impact on needs and expectations as they emerge by the 1980's and beyond.

Alternative Two - The Foundation Concept

This involves adoption of one of the numerous forms of a foundation program. Most states have some form of foundation plan in operation. One classification of foundation models has been described in 1968 (Petty, Wiley, Gott, A Study of the Foundation Concept...)

A. Fixed-Grant Plan: The state defines the basic program and provides entire cost without reference to local revenue. Funds derived from local means and various federal programs finance the supplemental program.

B. Variable Grant Plan: The state defines the basic program in dollars, staffing, or offering and time; requires a minimum tax effort of local districts. Local contribution varies according to taxable wealth available and the state's contribution is whatever additional is necessary. The supplemental program depends entirely on revenue from possible additional local revenue and federal assistance.

C. Combination Fixed and Variable Grant Plan: This plan is essentially a modified combination of the first two plans.

D. Variable Support Supplemental Plan: The state provides opportunity and legal machinery for the local district to tax itself for the support of its own educational program. To the extent the local district elects to exercise this option, its production of dollars will be matched by the state on an inverse formula. Thus, total state and local funds for the supplemental program are dependent upon effort and production. Various federal funds can also be used for supplemental programs.

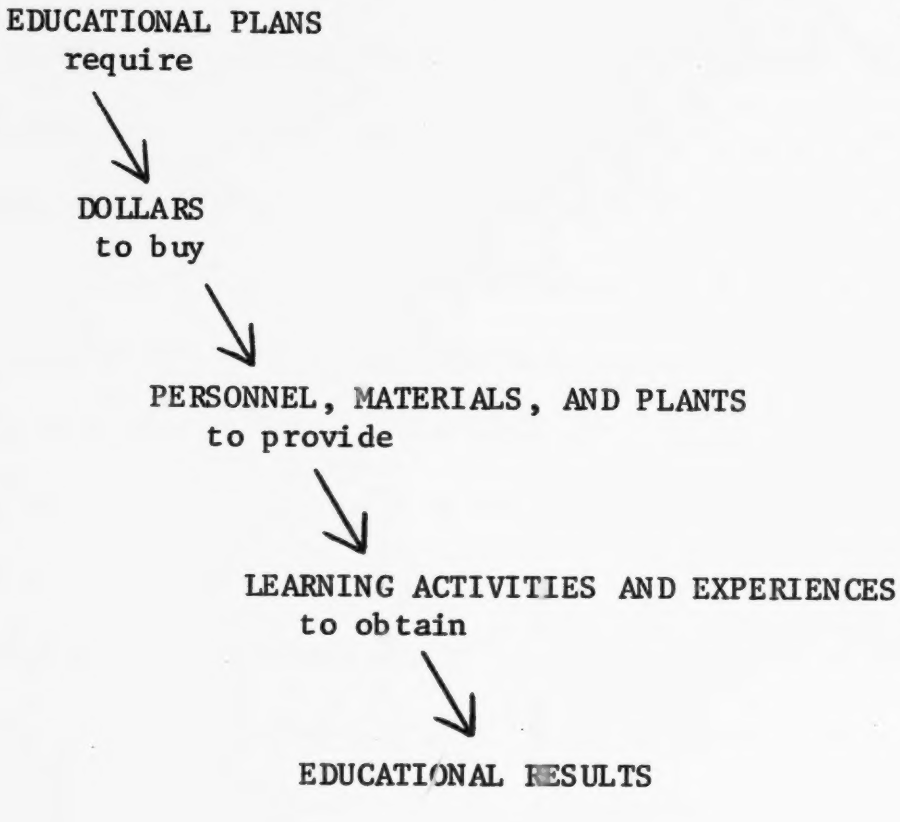
E. No State Support Supplemental Plan: The state provides opportunity for districts to finance educational programs in excess of the basic program but makes no matching contribution. The only additional revenue for a supplemental program comes from federal assistance programs.

The highly respected and widely used Strayer-Haig-Mort foundation model is a combination of the variable grant plan and the no state support plan. This provides complete equalization of educational opportunity and complete equalization of state and local tax effort up to the level of the foundation program guaranteed by the state.

Alternative Three - Planning-Programming-Budgeting System (PPBS)

The alternative of a planning-programming-budgeting system PPBS, requires substantive planning to determine desired results of the total program and each of its individual elements. A program then is devised to achieve these results and a dollar value or cost is placed on the program; hence, fiscal planning or budgeting is accomplished.

Because of the potential offered through structural, analytical and administrative-organizational aspects, there is a growing number of individuals who propose some form of PPBS as the funding method for education. Petty, Wiley and Gott conclude that current foundation plans are inadequate in meeting New Mexico's pressing needs for educational excellence. These men have proposed a simplified model based on the planning-programming-budgeting system concept:


EDUCATIONAL PLANS
require
DOLLARS
to buy
PERSONNEL, MATERIALS, AND PLANTS
to provide
LEARNING ACTIVITIES AND EXPERIENCES
to obtain
EDUCATIONAL RESULTS

Implementation would involve:

1. The state would define total objectives for each child.

2. The local school district would similarly define additional objectives.

3. The local district would develop plans for accomplishing the objectives.

4. The district would determine necessary personnel, materials and facilities.

5. The district would determine the dollar amount necessary for implementation.

6. The district would assign priority to each item in the program and fiscal plans.

7. The local district would present substantive and fiscal plans for the district's programs to a review board.

8. Local contribution to the plan would be determined by a tax on the district level. Revenue from this source would be subtracted from the total cost of the district's program as would revenue from the federal government. The state share would be the remainder of the funds needed.

9. The review board would submit local district's proposals with its recommendations to the legislature, which would make a direct appropriation to each district.

10. The legislature, the Department and the local district itself would be able (and be required) to evaluate effectiveness and efficiency of both the educational program and fiscal operation.

Even though PPBS holds considerable merit, there are certain potential limitations: (1) The review board would be subject to charges of favoritism and ineffectiveness. (2) Some districts would be better able to write acceptable proposals, however, the Department would be able to assist local districts in the process. (3) It also would lead to centralized evaluation and determination of funds, including related controls on programs and inputs by state or federal governments.

While the PPBS system may be used as a means of distributing state funds, one should not construe that this is its only use. It may be used effectively for program planning, evaluation, and administrative control at local levels, as well as a basis for statewide evaluation.

Revenue Alternatives

There are four major types of taxes levied by federal, state and local governments. These taxes, in order of importance, are personal income taxes, corporation income taxes, sales and excise taxes, and property taxes. Approximately 94 percent of revenue of all levels of government combined are derived from these four tax sources. As future financing of schools is planned, major decisions will have to be made with respect to these and other types of taxes in financing educational operations.

Primary source of local tax revenue available to most school districts is the property tax. Approximately 98 percent of local school revenue is derived from property taxes. Most school districts do not have machinery available to levy and collect any other type of tax. Major non-property taxes can be administered more efficiently and equitably by state or federal governments.

It has been argued that through consolidation of smaller school districts, revenue levels can be equalized. Combining small districts can provide more efficient instructional programs and facilities; but, as a means for economy and reducing the variations in per capita wealth, it will not eliminate all significant variations. This is evident because in most states, including New Mexico, there are large areas where only poverty can be consolidated.

Prospects for increased federal support of education cannot be discounted. While it is difficult to predict future federal policies for financing of schools, it is possible to predict that federal participation will continue to increase. The national interest in adequate education throughout the United States is too great for any other policy to be advisable. At the present, nearly all federal support is in categorical aid grants which have been of great benefit to many schools, but extremely difficult to fit into a balanced program of financing. Therefore, it is important that future increases in federal aid, for the most part, be general grants-in-aid. Possibly this approach will help to eliminate some of the uncertainty presently associated with federal aid to education.

It is evident that future planning must anticipate increased governmental partnership. If due consideration is given to economics, equity of taxation, sources of income of the people, and equalization of educational opportunity, respective shares in 1980 probably will approach 25 percent federal, 50 percent state and 25 percent local.

Breakdown of school revenue in New Mexico in 1966 was: District, 23.2 percent; County, 5.3 percent; State, 58.6 percent; Federal, 12.9 percent.

As indicated, state responsibility is the primary source and major revenue sources through state taxes in 1966 were: Sales and Gross Receipts, 58 percent; Income, 9.4 percent; Licenses and Fees, 11.8 percent; Other, 20.8 percent.

Sales and Gross Receipts taxes came from General levies, 33.2 percent; Motor Fuels, 14.8 percent; Tobacco Products, 3.8 percent. Alcoholic Beverages, 1.6 percent; Insurance, 2.26 percent; Others, 2.4 percent.

The general sales tax is the most productive single source of revenue for the state. In 1966 this tax produced slightly over 33 percent of the state's general fund. In this same fiscal year, 42 states were levying sales taxes ranging from two percent to five percent and 31 reported this as the outstanding source of revenue. The 1966 distribution of state sales tax rates were:

Rate	Number of States
2.00%	8
2.25%	1
2.50%	1
3.00%	22 (including New Mexico)
3.50%	3
4.00%	5
4.20%	1
5.00%	1
Total	42

In tobacco products taxation, an increase from eight cents to twelve cents per pack of cigarettes, went into effect in July 1968, with the state receiving 50 percent of the increase. This puts New Mexico among the to tobacco-taxing states.

Motor fuel tax revenue is the leading source of revenue for Texas, Oklahoma, Nebraska, New Jersey and New Hampshire. It is an import producer of revenue for New Mexico. In 1966, distribution of gasoline tax rates among the states was:

Rate (cents per gallon)	Number of States
5.00¢	5
6.00¢	15 (including New Mexico)
6.50¢	3
6.58¢	1
7.00¢	21
7.50¢	3
8.00¢	1
	49 (Hawaii not included)

Thus, 29 states imposed higher tax rates on gasoline than New Mexico. This has some significance in that New Mexico received nearly 15 percent of revenue from taxes on motor fuels for that year.

Revenue alternatives within New Mexico probably will have to be based on the current tax program. Alternatives for raising revenue will be possible through (1) revising the present tax structure and enacting measures to effect higher collection rates, (2) increasing current tax rates, and (3) levying additional taxes, although some of these may be of minor importance.

One of the more promising alternatives for additional revenue is the adjustment of the personal income tax. Since the personal income tax is particularly responsive to rising economic activity, it can be an important element of fiscal strength. A major attribute is that it has greater potential to avoid major inequities while fostering effective enforcement for the economy and convenience of the taxpayers and at the same time providing increasing revenue yields.

The income tax in New Mexico offers an attractive alternative to those who argue that property taxes are strained to the limit in many districts and relatively ineffective in others, that the sales tax is regressive, and that other taxes simply will not get the job done.

The property tax, even with its shortcomings, will bring increased revenue in the next few years. Movements toward uniform valuation and assessment ratios will provide extensively increased benefits for some school districts. However, even with high valuation rates and high assessment ratios, the property tax will not achieve the equity in some districts that it will in others. (For example, true valuation of district property behind each student in Tatum is approximately $184,950 opposed to $4,890 in Mora and $22,402 statewide.)

As state and local government expenditures continue rapid growth, legislators must assume leadership and demonstrate a commitment to finance such expansion. Mounting costs will force legislators to find new sources of revenue while seeking more equitable tax liabilities. Steps will have to be taken to increase some tax rates while broadening some exemptions and to effect measures to make the property and sales taxes less regressive.

COMMITMENT

While one might be prone to view this report primarily in light of expenditures based on potential revenue, consideration should be directed to economic returns of education which, in reality, are programs of financial and human investment.

The following benefits from investments in education have been enumerated:

1. Annual income for males at all age levels increased as years of schooling increase.
2. Relationship between income and educational attainment has persisted through the years, even though the amount of school attained by the population has increased.
3. In terms of income received, persons with the most education benefit the greatest from years of job experience.

4. Total lifetime income increases as education increases.

5. Greatest gains in lifetime income in recent years have accrued to persons with the most education.

6. Even when lifetime income is discounted--that is, equated to return on current investment--the contribution of additional education to earnings is positive and significant.

7. Education yields a high rate of return on investment, i.e., monetary returns exceed costs of education by a considerable margin.

8. Research on additional lifetime income from private investment in more education shows that the rate of return remains high at all educational levels.

9. It is quite possible that society (as well as individuals) is making an "underinvestment" in college education.

10. Increases in years of schooling completed by the labor force have contributed significantly to economic growth to the nation.

11. Social returns on educational investment are very profitable, as are private returns on individual investment.

(Innes, Jacobson, and Pellegrain, Economic Returns of Education, pp.39-42.)

Thus, finance plans can be adopted and additional taxes levied for support of New Mexico schools with assurance that education is an excellent investment for all of society. Rather than a tax burden, educational expenditures are investments in the most profitable of all capital, human capital, and dividends to be reaped are those of self-sustaining, productive and contributing individuals.

The challenge is clear that New Mexico must increase its efforts considerably. Provisions must be made for continuous planning, alternatives must be carefully weighed, decisions must be made, and actions must be taken and evaluated.

Gathering momentum of social change, educational change and technological change dictates that the present not be a time of complacency.

Urgency of the present to meet demands of the future must be matched by insight and wisdom. No longer can state leaders assume that problems of education are the same as those in the past, but merely bigger. Modern society, with its wide variety of complexities, requires a multiplicity of solutions to educational problems; therefore, no longer does strong reliance on a single approach hold much hope.

What is demanded throughout this state is an expression of total firm commitment to provide the ultimate level of educational opportunity for all citizens that combined resources of local, state and federal governments can provide.

The Committee wishes to express its appreciation to Dr. William McLure, Dr. Paul Therkildsen, Cecil Poppe, Art Blumenfeld, Gorden Blankenship, and Kevin Murphy for assistance and advice during the planning and preparation of this report.

HISTORY AND DEVELOPMENT

HISTORY OF THE PROJECT IN NEW MEXICO

The Early History of the Project

The New Mexico aspect of this project was organized in May 1966. Immediately a history of the major changes in education was prepared and published under the title of *Some Significant Events and Trends in the Development of Education in New Mexico.* The emphasis in this history was on the causes of change and the change-makers, as opposed to the detail of educational organization. (See Appendix B for a condensed outline form of this history through 1966.) A state advisory committee, representing each echelon in the educational strata from college president through classroom teacher, as well as laymen representing some of our major industries and manpower organizations, was selected. (See list at beginning of report.) Special attention was given in this selection to geographical representation and to urban center representation. This committee instigated a statewide survey which probed three areas: (1) The areas of greater satisfaction with education, (2) the areas of dissatisfaction, and (3) those aspects most in need of immediate change. Results of this survey were computerized to reveal the special interests, age, background, sex, and other pertinent information concerning the respondents. A report of the statewide survey was made to the state advisory committee in the Fall of 1966. From the computerized listings as found in Appendix C, a wide variety of subjects for study was organized. Combining this listing with the direction provided through our regional conferences, a new list was organized around subjects that could be assigned for committee investigation. After plotting these on graphs, it was determined that the committee should study those with highest frequency responses first. (See Appendix D.)

From the results of the analysis of the survey, three divisions of study were undertaken by the committee. (See Appendix E.) The first consists of the educational program, which has been subdivided into program staff and supportive staff. Each of these topics were again further subdivided into various levels of education from pre-school through continuing adult education. The second program of study concerned itself with the finance of education and also divided into the four topics of trends in New Mexico's economy, tax systems, methods of distribution of funds, and salary policies. The final phase of study was concerned with the government and/or structure of education. The first major subdivision of this category concerned itself with social changes as reflected in the urbanization problems and New Mexico's migration patterns. The second area of interest dealt with school district structure, as defined in the relation ship with private and parochial schools, to higher education, to the state agencies, both those with responsibilities and programs, federal government, and finally, organizational patterns and optimum size for districts within our geographical confines. In an effort to enhance the management of the myriad details and to insure the coordination of all the facets of the study in each of the committees and subcommittees, Drs. Wes Handy and Pascha Hussain, New Mexico State University, were consulted in the identification and preparation of a Critical Path Method (CPM). Charts were prepared for the state project as a whole and interfaced with separate charts for each of the three major study committees. The dissemination of these charts allowed each participant in the project to grasp his relative position and relationship to every other member. In addition, through the implementation of CPM, the chairmen were able to more effectively implement their committee's work and interrelate it with the work of each of the other three committees. This, in turn, insured a more fully integrated study than would otherwise have been feasible.

Each of the colleges and universities within the state were contacted and their cooperation and staff participation as members of our various study committees was encouraged. In conjunction with the State Division of Research and the Research Coordinating Unit, a study was made of all available research by all state agencies pertaining to long-range projections and educational programs. (Lynch, An Inquiry into Research and Data Collection......) The findings of this study, as well as all studies and conference reports, were disseminated widely to interested parties in the state, both on and off our advisory and study committees.

Universities, public, private, and parochial schools were all encouraged, through mailouts, department and professional publications, public meetings, and television broadcasts, to participate in our regional meetings and state conferences, and to avail themselves of the materials produced as a result of these meetings. Further, they were encouraged to contribute suggestions and constructive criticism and thereby add to the significance and value of this final report. In order to insure an even larger audience, the state director compiled digests of our major conferences and disseminated these freely throughout the state. All major city, university, and college libraries received copies of all of our publications (except our working papers, which were limited to the Department staff, the project staff, advisory and study committee members), and the faculty in these institutions and our public schools were encouraged to use these sources of information concerning our project.

Prior to our final State Board of Education presentation, at three different stages of progress in the project, the director and the members of the advisory committee met with the State Board of Education and the staff of the State Department of Education in an effort to coordinate planning and to elicit suggestions to insure the success and acceptance of this undertaking. Numerous similar conferences were held with other educational groups, including the universities, regional school districts, New Mexico Secondary Principals Association, Legislative School Study Committee (LSSC), the educational Coalition for Education sponsored by the LSSC, the State Organization of Directors of Curriculum, and numerous others.

Where research was overabundant to the point of being confusing in any one area, or where research was sparse, the committee contracted for a series of work project papers to be prepared by various individuals and/or groups. In some cases, these papers were prepared at the direction of university professors, using graduate students, and in other cases, these papers were contracted for a nominal fee from the project funds and from the funds of the Research Coordinating Unit. Upon publication, these papers were also disseminated to interested parties for the purpose of establishing a working basis upon which our final report is written. (See Bibliography for complete list of project publications.)

The advisory committee met quarterly and underwent three phases of growth. The first few meetings were devoted to organization and direction seeking. This stage was followed by an extensive orientation period in which numerous guest speakers were invited to inform the committee of the current status of education. Visits were made to innovative institutions and studies made of existing and projected construction, and discussion centered around a sharing of expertise between the members and other individuals. The third phase of growth was one of intense study of the materials available within our three areas of attention. Under the direction of three most able committee chairmen, outlines for the final report were formulated and specifics gradually filled in these outlines in preparation for the writers who were to prepare the draft of the final committee report.

Dr. William McLure, Director, Bureau of Educational Research, University of Illinois, was contracted by the New Mexico project to serve as an outside consultant. The philosophy behind this move was to offer an expertise with a fresh opinion not prejudiced by actual participation within the state. Dr. McLure met with the project director and state advisory committee quarterly and upon each occasion forwarded the project's progress through his insightful motivation and perception. The services of this consultant were indispensible and the benefit of his counsel far exceeded the remuneration given him. On two occasions, Dr. Jack Culbertson, Executive Director, University Council for Educational Administration, University of Ohio, visited with the state advisory committee and with various members of the Department of Education in an effort to further strengthen our range of vision and to insure adequateness of our approach. Dr. Culbertson further served the project with the continuous review of all materials and reports produced thereby.

Two educational television programs were devised by the state project. Both of these thirty-minute programs attempted to explain, via informal discussion sessions with advisory committee members and the director, various aspects of the program in New Mexico. These videotapes have been replayed on two commercial channels in addition to the ETV coverage, thereby giving the New Mexico project an excellent statewide coverage. The results of this type of communication have been gratifying in the growing numbers of respondents and state participation in the project.

REGIONAL PARTICIPATION

Participation in the various regional activities was, for the most part, quite beneficial to the New Mexico aspects of the project. The first three major regional conferences gave both clarification and direction, as well as underlying confidence, to our committee. The entire series of conferences had the added benefit of stimulating interest in the project that far exceeded that which could have been expected from a singular set activity. The feeling of oneness with other members of the Rocky Mountain region in an endeavor to solve similar problems and to plan for a similar future encouraged participation from many quarters that may well not have been received had the focus merely concerned New Mexico alone. This participation, in turn, encouraged the New Mexico program and engendered numerous suggestions and criticisms which have, in themselves, enhanced the work of our study and advisory committees.

The publication growing out of the Wyoming conference led by Dr. Bebell (The Educational Program) received the highest praise of any of the work fostered by the regional participation. It is, perhaps, due to the immediacy of the problem as interpreted in this publication that such a response was forthcoming. Thrice the number of publications received could have been readily disseminated and equally beneficially used. Many of his recommendations made in this paper have been individually implemented within various school systems. Two of our larger universities have incorporated this paper and the first three regional reports as course material in their secondary education teacher training programs and in their education administration programs.

The "high level conference" provided a new vantage point from which to review our endeavors. With the inclusion of our lieutenant governor, as well as a number of political figures, an interaction was initiated that should be expected to bear a bountiful harvest, not only within the life of the project, but for the Department of Education and education in years to come.

An educational crisis has developed in New Mexico over the practices of financing public education. As a result of this crisis, the state experienced sporadic teacher walkouts, and withholding of professional services has resulted in a compromise between the educational agencies and the administrative division of the state government. One of the major demands of the teachers has been initiation of a statewide foundation plan. To this end, Dr. Edgar Morphet, Project Director, and Dr. R. L. Johns, Regional Project Consultant, have served instrumental roles in what has come to be known as the foundation program in New Mexico educational finance. The regional contribution to the solutions of this crisis in New Mexico cannot be overlooked or underestimated.

New Mexico also participated in a training session in November 1968 on planning held at the University of Nevada Stead facilities. Five competent educators, representing the State Department of Education staff, the universities and educational centers, and the local school districts, underwent a week of intensive training in the processes of comparative planning within the state. This training resulted in a second nucleus that would combine with the organization that has been created within the state by Designing Education for the Future and the proposed comprehensive planning efforts of Title III. These three groups should eventually be able to build a permanent planning agency growing out of the State Department of Education, but including the universities and our local districts.

During the week of November 4, 1968 the project sponsored a workshop at the Stead Campus of the University of Nevada, Reno, on state, local and institutional responsibilities and relationships in planning improvements in education. Each state was requested to send a team of five individuals representing our universities, educational centers, local districts, and the Department of Education.

The workshop focused on the application of a systems approach to practical problems and planning, concentrating on such problems as organization for planning, systems-environment relationships, management considerations in educational systems, conceptualizing the system and defining subsystems, stating goals and objectives, identifying and evaluating alternative strategies, collection and utilization of data, problems and issues in implementing plans, role and relations of the state education agency in planning, role of local school systems in planning, role of higher institutions and other agencies in planning, and the development of a design for preparation of planning leaders and technicians. The expressed objective was to develop a cadre of educational leaders within each state skilled in this field to carry on the impetus of Designing Education for the Future after the project concluded.

New Mexico's team attacked the problem of developing a system or responsive and effective services through the State Department of Education.

4

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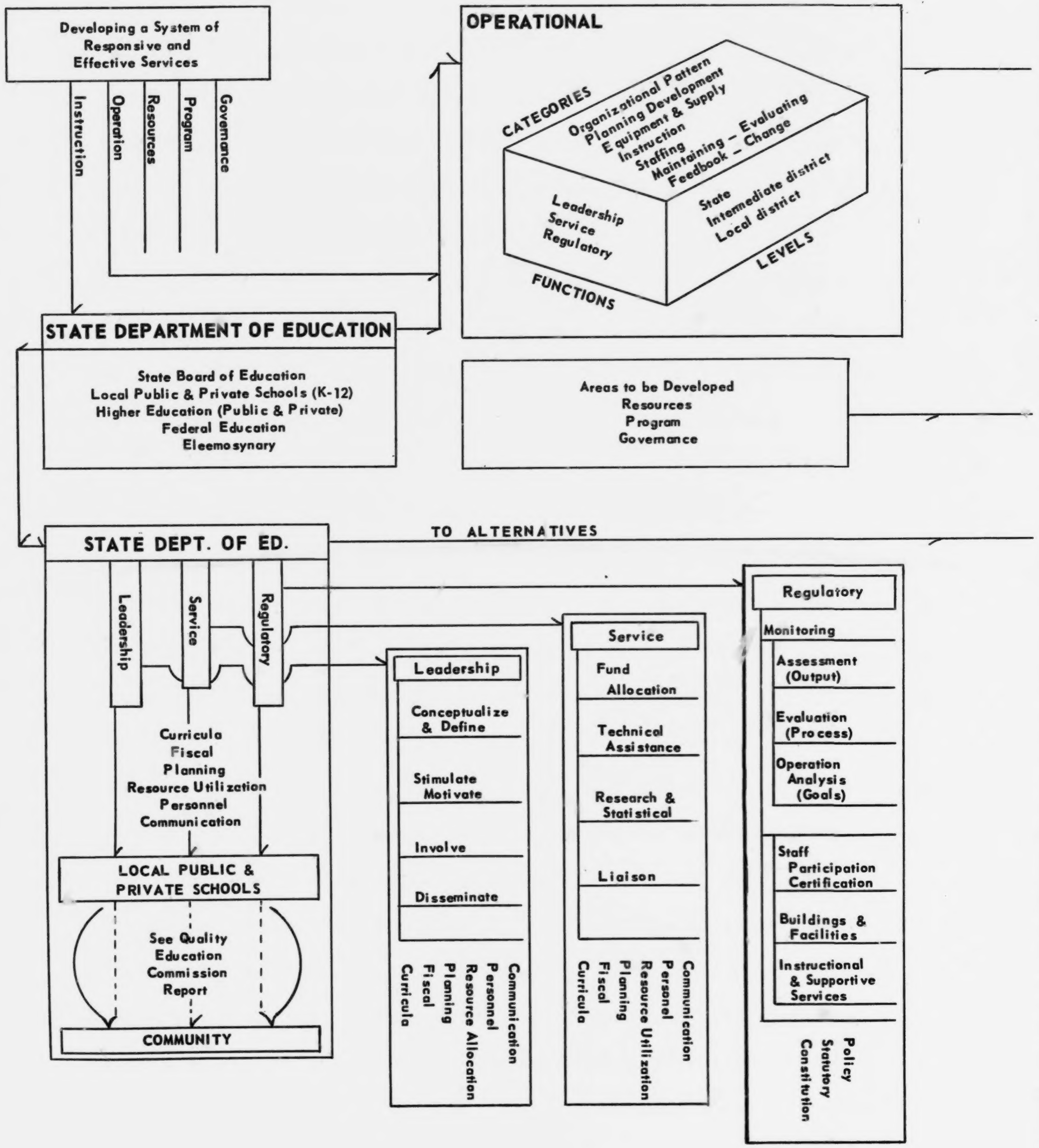
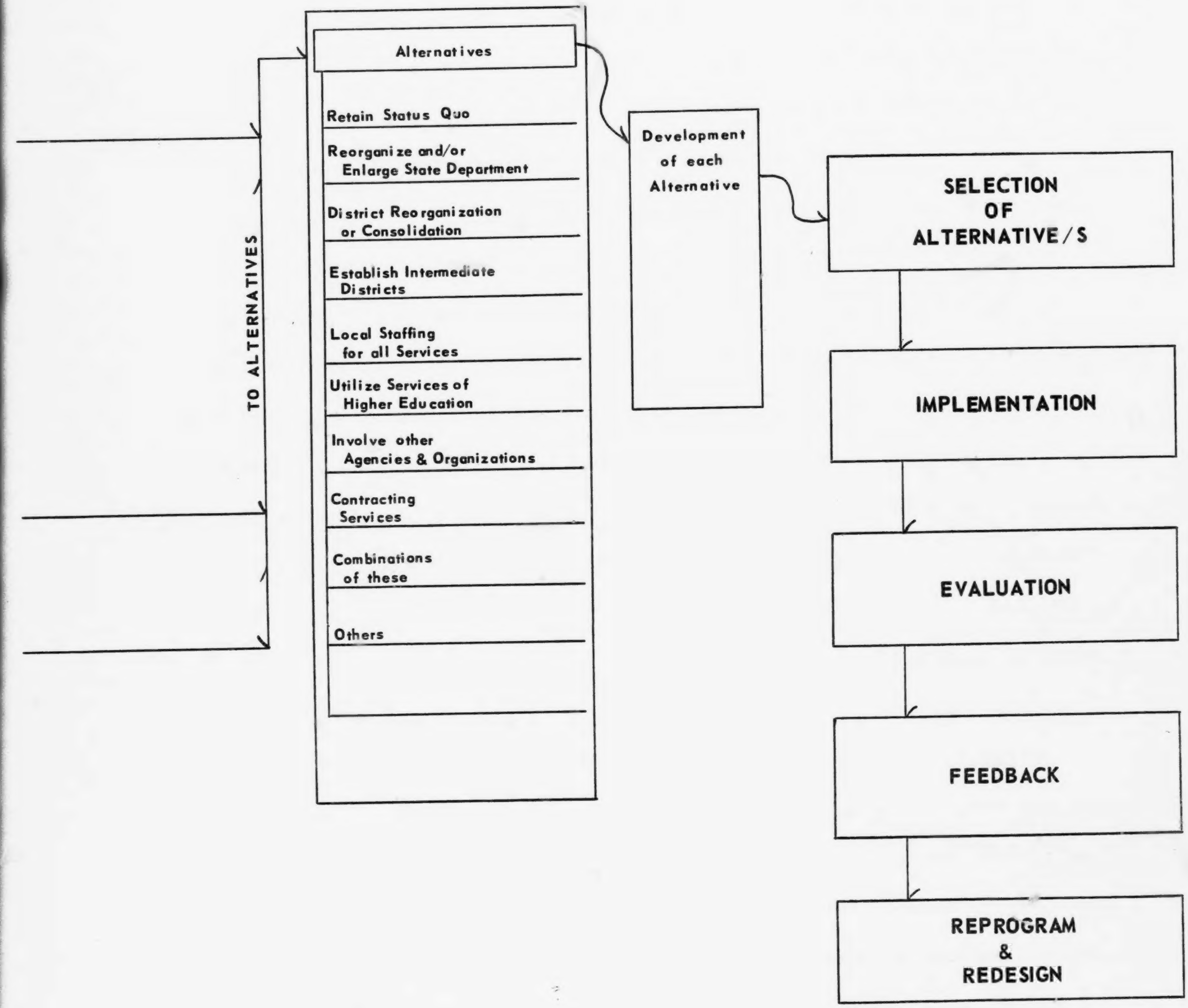
As a result of the group work sessions, a tentative model was developed showing the leadership, service, and regulatory functions of the State Department of Education and the major concerns, or responsibilities embodied in each of these functional areas. See model on pages 182 and 183.

As work progressed it was obvious that a systems analysis of the total State Department of Education function and its relationship to other state and local agencies was needed. Although the group made considerable progress, it recommended that the basic planning developed at this conference serve as the springboard for continuation of the planning project, with ultimate recommendations to be made regarding the organization and function of the State Department of Education. The training of this cadre was considered one of the high points resulting from regional participation.

A final aspect of the project saw all efforts working to the end of establishing a permanent state planning agency. The state advisory committee for Designing Education for the Future may potentially evolve in structure to a permanent advisory committee of the State Department of Education. This does not imply, however, that all of the present members will wish to continue in this capacity. A unified planning effort, accomplished in part through a packaging concept, should evolve and will be financed initially through that aspect of Title III that has been designated for comprehensive planning. To this end it was imperative that Designing Education for the Future complete as comprehensive a report as is physically possible. Growing out of this report the reader should find the basic concepts of planning as a continuing responsibility, the necessity for cooperative planning between the various agencies and levels of education in the state, and the organizational and staff adjustments that will be necessary to accomplish these ends.

EDUCATION IN NEW MEXICO


Developing a System of Responsive and Effective Services
Instruction
Operation
Resources
Program
Governance
OPERATIONAL
CATEGORIES
Organizational Pattern
Planning Development
Equipment & Supply
Instruction
Staffing
Maintaining – Evaluating
Feedback – Change
Leadership
Service
Regulatory
FUNCTIONS
State
Intermediate district
Local district
LEVELS
STATE DEPARTMENT OF EDUCATION
State Board of Education
Local Public & Private Schools (K-12)
Higher Education (Public & Private)
Federal Education
Eleemosynary
Areas to be Developed
Resources
Program
Governance
STATE DEPT. OF ED.
TO ALTERNATIVES
Leadership
Service
Regulatory
Curricula
Fiscal
Planning
Resource Utilization
Personnel
Communication
LOCAL PUBLIC & PRIVATE SCHOOLS
See Quality Education Commission Report
COMMUNITY
Leadership
Conceptualize & Define
Stimulate Motivate
Involve
Disseminate
Communication
Personnel
Resource Allocation
Planning
Fiscal
Curricula
Service
Fund Allocation
Technical Assistance
Research & Statistical
Liaison
Communication
Personnel
Resource Utilization
Planning
Fiscal
Curricula
Regulatory
Monitoring
Assessment (Output)
Evaluation (Process)
Operation Analysis (Goals)
Staff Participation Certification
Buildings & Facilities
Instructional & Supportive Services
Policy
Statutory
Constitution


TO ALTERNATIVES
Alternatives
Retain Status Quo
Reorganize and/or Enlarge State Department
District Reorganization or Consolidation
Establish Intermediate Districts
Local Staffing for all Services
Utilize Services of Higher Education
Involve other Agencies & Organizations
Contracting Services
Combinations of these
Others
Development of each Alternative
SELECTION OF ALTERNATIVE/S
IMPLEMENTATION
EVALUATION
FEEDBACK
REPROGRAM & REDESIGN

THE FINAL STAGES

In June 1968 the state advisory committee met to consider the final collection of material in preparation for assembling our final report. In the months June, July, and August, the major draft of this report was completed. In addition to the director's activities in collating this material in its proper categories, and in assembling any missing pieces necessary, as well as coordinating thinking of all committees and subcommittees, three technical writers assisted in the meticulous sifting and composing of this document. Mrs. Judy Moore, Instructor of English, New Mexico State University Carlsbad Extension, worked with Chairman Earl Bush in the preparation of the government committee report, while Mr. Warren Dennis, Counselor, Del Norte High School, Albuquerque, wrote under the immediate direction of Mr. John Hoback, Chairman of the educational program committee. Finally, Mr. Richard Hatley, at the time a graduate assistant, wrote in conjunction with the efforts of Dr. I. V. Payne, Chairman of the finance committee.

Title V, Section 503 provided a nominal salary for one writer, while the two other writers were employed by the New Mexico project under Title V, Section 505 funds. The optimal condition for this writing lead the director to hire each of the three writers in the locality of each of the three major committee chairmen dealing with the education program, finance of education, and the government of education, respectively. The state director then coordinated the writing, thereby alleviating the need for travel, with minor exceptions, between writers, and at the same time, insuring competent supervision vis-a-vis daily association with the subject chairmen. Justification for professional writers stemmed from the voluminous amounts of research compiled in these three areas of investigation. It became obvious that volunteer labor contributed for the advisory and study committees could not extend into extensive writing sessions. If the director was to continue to maintain planning machinery in such a state as to be highly functionable at the time of transfer from the federally funded project to the state as a planning element, as explained elsewhere, his complete withdrawal for the purpose of six to nine months writing would have been totally impractical. The experiences of this project and the lessons learned should be exemplary for planning any future such activity.

The state advisory committee met two days in September in order to review, digest, and critically analyze more than 600 pages of the first major draft as produced during the summer. The latter part of September and the months of October and November were devoted to revision of the major draft in light of the recommendations made by the advisory committee and consultants at the September meeting. Mr. Hank Mathews of Santa Fe contributed greatly in the editing process as recommended by the advisory committee.

The December advisory committee meeting was devoted to a final review and limited additional incorporation into the committee report. During December and the first part of January the director completed the final editing process. The latter part of January, February, and the first part of March were devoted to the final typing of the New Mexico project report. This report was put on paper masters in order to facilitate printing by the State Department of Education print shop. The April advisory committee meeting was spent in familiarization with the total recommendations to be made by the committee via trial rehearsal for the committee's presentation to the State Board of Education. A mock board of education was selected from university and college professors, school district personnel, State Department of Education representatives, and business men in order for the committee to test their thinking and presentation approach.

The time schedule outlined here is given for the example to future projects that wish to have adequate time in the final throes of their endeavor. According to the state policy, a report of this magnitude had to be submitted to the State Department of Education print shop in April in order to be available for presentation to the State Board of Education in June.

The final meeting of the state advisory committee coincided with the State Board of Education June 1969 meeting, at which time said committee presented its report and proposals.

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   Joseph L. Fisher, President, Resources for the Future, Inc., Washington, D. C.

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4. THE MEDICAL SCIENCES

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5. PROSPECTIVE ECONOMIC DEVELOPMENTS

   Gerhard Colm, Chief Economist, National Planning Association, Washington, D. C., with the assistance of Mrs. Carol S. Carson
   (Supplement: Ahmad Al-Samarrie, National Planning Association)

6. THE AMERICAN PARTNERSHIP: The Next Half Generation

   Daniel J. Elazar, Associate Professor of Political Science, Temple University

7. NON-GOVERNMENT ORGANIZATIONS IN AMERICAN POLITICAL LIFE

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9. THE INDUSTRIAL RELATIONS SYSTEM

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10. COMMUNICATIONS

Theodore A. Smith, Executive Vice-President, Corporate Planning, Radio Corporation of America, New York City

11. TRANSPORTATION

Paul W. Charington, James J. Hill, Professor of Transportation, Harvard University

12. EXPECTING THE UNEXPECTED: The Uncertain Future of Knowledge and Technology

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(Some Comments: Daniel R. Fusfeld, Professor of Economics, University of Michigan)

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State School Finance Systems (Washington, D. C.: National Education Association) 1954. 100 pp. A summary of state support of public schools in the various states for the year 1954.

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The Economic Outlook for Public Education, A Report Prepared by the Committee on Tax Education and School Finance (Washington, D. C.: National Education Association) 1952. 15 pp. On 24-25 March 1952, the National Education Association Committee on Tax Education and School Finance assembled fourteen persons to discuss the outlook for public school finance. Half of the group were experts in public finance, and half were experts in school finance. The purpose of this bulletin is to raise several major questions and to set down what seemed to be the trend in thinking of those who attended this meeting.

New Direction in Financing Public Schools, A Report Prepared by the Committee on Educational Finance (Washington, D. C.: National Education Association, 1960) 143 pp. Based upon the proceedings of the Third National School Finance Conference April 21-22, 1960 in St. Louis, Missouri. The conference focused attention on the long range impact of current problems.

What Everyone Should Know About Financing Our Schools (Washington D. C.: National Education Association) 1960. 63 pp. The purpose of this pamphlet is to outline present purposes and methods of public school finance.

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Financing the Changing School Program, A Report Prepared by the National School Finance Conference (Washington, D. C.: National Education Association) 1962. 154 pp. Papers presented at the Fifth National School Conference were under the following board headings: 1. The dividends of education, 2. School programs sensitive to change, 3. Urban under-investment, 4. The leading edge of school support, 5. Marshaling our resources, 6. Communicating with the public.

National Education Association, Committee on Educational Finance. *Financing Education for Our Changing Population*. (Washington, D. C.: National Education Association) 111 pp. A series of reports on population, taxes, and other significant aspects of school finance as they affect education in the present and the future.

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Tax Limitation Laws, A Report Prepared by the Committee on Education Finance (Washington, D. C.: National Education Association) 1965. Addressed to research workers in school finance, particularly those who work in the analysis and development of state laws governing local school taxes and borrowing power. It is a revision of a report issued first in 1948 and revised in 1956.

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Costs and Methods of Financing Public Education in New Mexico. Santa Fe: New Mexico Education Association, 1932. 87 pp. This study is to determine the cost of public education in New Mexico from 1911-1932, and to propose plans for raising and apportioning school funds that will not only meet these costs, but which will equalize satisfactorily educational opportunities and financial burdens throughout the state. The study is divided into three parts. Part one determines educational costs in New Mexico from approximately the beginning of statehood to the present time. Part two discovers the factors which are responsible for the present situation. Part three determines whether New Mexico can and should afford the type of schools which the times demand and devise a financial plan to meet these demands without excessive tax burdens.

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Johnsen, Julia E. *Federal Aid to Education*. New York: The H. W. Wilson Company, 1933. 213 pp. The volume is limited primarily to the current (1933) discussion of federal aid to education.

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Linn, Henry H. *Practical School Economics*. New York: Bureau of Publications, Teachers College, Columbia University, 1934. 461 pp. This volume is concerned with ways of saving small as well as large sums of money. Throughout all of this book run the threads of economy.

Morrison, Henry C. *The Management of the School Money*. Chicago: The University of Chicago Press, 1932. 522 pp. Is pointed toward persons who are attempting to understand the school money; terms as: 1. Financial terms, 2. Liquidating the economic cost, 3. Depreciation, 4. Extension, and many others.

State Support for Public Education. Washington, D. C. The American Council on Education, 1933. 262 pp. This is the third and last study made by the National Survey of School Finance. This report contains information on school finance, state legislators, and school administration. The book summarizes the status of educational expenditures and indicates some of the effects of state action and present trends in state action in school support, also the various aspects of the problem of applying two principles set forth as those which should control state school support. They are the principles of equalization and efficiency.

Mort, Paul R., Walter C. Reussen and John W. Polley. *Public School Finance, Its Background, Structure, and Operation*. New York: McGraw-Hill, 1960. 512 pp. The first three sections of this book present the major components of the legal-fiscal community structure and their roles in school finance. In a sense they represent the theoretical background for legal structure and fiscal operation. The other two sections discuss the actual legal-fiscal operation against this theoretical background.

Mort, Paul R. and Walter C. Reusser. *Public School Finance, Its Background, Structure and Operation*. New York: McGraw-Hill, 1951. 639 pp. This book is divided into three parts. Part one emphasizes the current fiscal problems that harass schools and threaten indirectly to bring about unwanted structural changes. Book two reflects the changes on the operational side. Book three spells out in detail the problems of state and federal fiscal policy.

Muller, Helen M. *Federal Aid for the Equalization of Educational Opportunity*. New York: The H. W. Wilson Co., 1934. 121 pp. The material in this volume is intended to be a fundamental pattern for the future. The plan of federal aid as proposed would embrace all publicly supported elementary and secondary schools.

A Financial Program for Today's Schools. Washington, D. C.: National Education Association, 1964. This book is divided into four parts. Part one is concerned primarily with an identification of the fiscal problems of today's schools. Part two is concerned with modernization of the fiscal structure of schools. Part three examines the political processes of working with state and local legislative bodies, and with the electorate. Part four outlines the structure of intergovernmental fiscal cooperation.

Peterson, LeRoy and Jean M. Flanigan. *Financing the Public Schools 1960-1970*. Washington, D. C.: National Education Association, 1962. 652 pp. Designed as a source book for the public and for state and national legislative committees or teacher associations.

Pfeiffer, John. *New Look at Education Systems Analysis in our Schools and Colleges*. New York: The Odyssey Press, 1968.

Pinnell, Leroy K. and others. *A Handbook of Public School Finance in New Mexico*. School Administration Publication No. 1. Portales, New Mexico: School of Education and Psychology, Eastern New Mexico University, 1956. A textbook for New Mexico School Finance before de-earmarking of monies for public school education.

Reeder, Ward G. *Campaigns for School Taxes*. New York: The Macmillan Co., 1946. 112 pp. A manual for conducting school tax campaigns. The book outlines certain principles that should be followed and effective procedures and materials that should be used. It describes a number of procedures and materials from which school officials may choose that can be adapted to the local school situation.

Rivlin, Alice M. *The Role of the Federal Government in Financing Higher Education*. Washington, D. C.: The Brookings Institution, 1961. Provides a background of the federal government role in financing higher education by outlining the history of federal programs. Some of the federal programs discussed are: National Defense Student Loans, National Defense Fellowship, National Science Foundation Fellowships awarded in 1960-61, College Building Projects, Federal Aid to Higher Education.

Rudolph, Frederick, ed. *Essays on Education in the Early Republic*. Cambridge, Massachusetts: The Belknap Press of Harvard University, 1965. A collection of essays dealing in education. Each essay was published between the Declaration of Independence and the War of 1812.

Schueler and Lessor. *Teacher Education and the New Media*. Washington, D. C.: The American Association of Colleges for Teacher Education, 1967.

Strayer, George D. and Robert M. Haig. *The Financing of Education in the State of New York*. The Educational Finance Inquiry Commission, Vol. 1. New York: Macmillan Company, 1923. An analysis of educational finance in the state of New York resulting in recommendations for equalized educational opportunity, mandated local support levels for education, and implementation of the foundation concept in the support of public schools.

Swift, Fletcher Harper. *Federal and State Policies in Public School Finance in the United States*. New York: Ginn and Co., 1931. 472 pp. Presented in three parts. Part one-federal aid to public schools. Part two-state policies in public school finance. Part three-typical state systems of school support in Arkansas, Delaware, Massachusetts, Utah and Wisconsin.

Thayer, V. T. Formative Ideas in American Education. New York: Dodd, Mead and Co. Inc., 1965. The volume is divided into three parts. Part one is concerned with the development of education during the seventeenth and eighteenth centuries. Part two deals with the nineteenth century and the economic, social, and political development of the United States. Part three concerns itself with the major trends in education since the turn of the century.

Tiedt, Sidney W. The Role of the Federal Government in Education. New York: Oxford University Press, 1966. 243 pp. An examination of the "pros" and "cons" of federal aid to education with emphasis given to the provisions of certain pieces of federal legislation which have direct influence on the operation of the public schools.

Updegraff, Harlan. Rural School Survey of New York State: Financial Support. Ithaca, New York: The Author, 1922. An analysis of the problems of financing rural public schools in New York with recommendations for a state finance plan based on effort and ability of the local school districts.

Wiley, Tom. School Education in New Mexico. Albuquerque, New Mexico: The University of New Mexico, 1965. Identifying the forces which comprise the power structures of New Mexico in development of educational controls. Some of the questions dealt with in this book are: What elements have from time to time comprised the state-level power structure as it relates to education? To what extent have these elements been constant in state level government? What was the alignment of the power structure elements as various issues have emerged?

Wiley, Tom. Public School Education in New Mexico. Albuquerque, New Mexico: Division of Government Research, University of New Mexico, 1965. Discussion of Educational controls in New Mexico.

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Sandoval, A. David. "An Economic Analysis of New Mexico History," New Mexico Business, pages 1-34, February, 1967. An extensive review and analysis of the changes in New Mexico's economy from the 1880's through 1965.

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Wilson, Thomas. "Las Vegas Gambles on Experimentation," Education News, February, 1968.

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Collins, George. "Planning and Designing the Modern School," an address delivered at the 1960 Schoolmen's Conference, Santa Fe, New Mexico, 6-7 July 1960.

Pinnell, Leroy, an untitled address at the 1960 Schoolmen's Conference, Santa Fe, New Mexico, 6-7 July 1960.

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INTERVIEWS

Koch, David, Director of Personnel, Management and Staff Development, Department of Health and Social Services, State of New Mexico, Santa Fe.

Patten, B. B., Director of Guidance Services, Albuquerque Public Schools

Perkins, Mrs. Olive, Librarian, Del Norte High School, Albuquerque

Williams, Joseph, Science Teacher, Del Norte High School, Albuquerque

APPENDICES

APPENDIX A

THE SCHOOL DISTRICT INFORMATION INVENTORY

SCHOOL DISTRICT INFORMATION INVENTORY

The items in this inventory describe typical events that occur within a school district. A number of different topics are presented to yield information about the actions, attitudes, and relationships among school personnel. The purpose of the inventory is to secure information from superintendents, administrative personnel, principals, and teachers about the events that occur in school districts. In this way information is obtained directly from the people most closely associated with the event, and thereby provides accurate information that may be useful to all school personnel in the state.

Please read each item carefully and respond in terms of how you estimate the situation. Your response to this inventory will be held in strict confidence, the results of the project will be presented only in terms of group data. Therefore, please respond freely to the questions.

Although the inventory appears long, it has been specifically constructed to minimize the amount of time required to complete it. Please answer as many questions as possible even though it appears that the questions apply to people in other school positions.

Thank you,

Office of Educational Research
and Training
University of New Mexico
Albuquerque, New Mexico

INSTRUCTIONS

A number of different questions are asked in the School District Information Inventory. In some cases only one scale or category is used to answer the question. Simply circle one of the numbers to the right of each question to indicate your response when you are confronted with this type of question. However, for some of the questions you are asked to use two different scales to answer each question. An example of this type of question is presented and explained below:

Frequency Scale

1. Daily
2. Weekly
3. Monthly
4. Quarterly
5. Yearly
6. Never

Question:

How often do you contact people from the following offices of the State Department of Education?

		Past Contact		Desired Contact
Transportation	(80)	1 2 3 [✓ 4] 5 6	(18)	1 2 [✓ 3] 4 5 6

In the above example the person circled alternative 4 to indicate that, in the past, quarterly contact has occurred with personnel from the transportation office of the State Department of Education. The person circled alternative 3 on the "desired contact" scale to indicate that he feels that contact on a monthly basis would be more satisfactory and beneficial in his opinion. Note that the numbering system used on the answers goes to 80, and then begins again at number 18. The reason for this is that the responses to the inventory items will be key-punched on data processing cards, and the numbering system for each card only extends to 80, therefore each inventory will be punched on more than one card.

Note: In some cases the numbers that you circle to indicate your responses are categories, for example: different persons from whom you may seek information. The number corresponds to that particular person or category.

1. Biographical Information

In this section please circle the appropriate number to the left of each category to indicate your position, experience, etc.

(1) Card No. ______________

(2-4) Subject No. ____________________

(5-7) School ____
(Write name of school and school district)

(8) Position:
1. Superintendent
2. Superintendent's staff
3. High School Principal
4. Jr. High School Principal
5. Elementary School Principal
6. Secondary School Teacher
7. Elementary School Teacher
8. Other (specify) ___________

(9) Sex
1. Male
2. Female

(10) Age
1. 20 - 29 years
2. 30 - 39
3. 40 - 49
4. 50 - 59
5. 60 or over

(11) Years of experience in education
1. 0 - 9 years
2. 10 - 19
3. 20 - 29
4. 30 or more

(12) Years at present position
1. 0 - 4 years
2. 5 - 9
3. 10 - 19
4. 20 or more

(13) Education
1. Less than four years
2. Bachelor's degree
3. Bachelor's degree plus
4. Master's degree
5. Master's degree plus
6. Specialist
7. Doctor's degree

(14) Principals & teachers only

Number of teachers in your school
1. 9 or less
2. 10 - 19
3. 20 - 39
4. 40 - 59
5. 60 - 79
6. 80 or more

(15) Principals & teachers only

Number of students in your school
1. 200 or less
2. 201 - 500
3. 501 - 1000
4. 1,001 - 5000
5. 5,001 - 10,000
6. 10,001 or more

(16) Superintendents only

Number of teachers in your district
1. 20 or less
2. 21 - 50
3. 51 - 100
4. 101 - 500
5. 501 - 1000
6. 1,001 or more

(17) Superintendents only

Number of students in your school district
1. 250 or less
2. 251 - 500
3. 501 - 1000
4. 1,001 - 5000
5. 5,001 - 10,000
6. 10,001 or more

2. Source of Information

In this section please indicate who you initially contact when you seek information or wish to discuss different educational topics. Please circle the number describing the position of the person with whom you talk. Please base your answer upon previous experience when possible. When you are confronted with a situation that you have not previously encountered, please base your answer upon the way in which you think you would most likely respond. Circle the category for your own position, if you don't usually seek assistance from others about that particular topic.

Position of the Person

1. Community leader
2. Superintendent
3. Superintendent's staff
4. Friend
5. Board of Education Member
6. Someone from the State Department of Education
7. Teacher
8. Principal
9. Other (specify) ____________________

(18) Curriculum change 1 2 3 4 5 6 7 8 9 ______________________________
(19) Teacher recruitment 1 2 3 4 5 6 7 8 9 ______________________________
(20) Title I projects 1 2 3 4 5 6 7 8 9 ______________________________
(21) Special education 1 2 3 4 5 6 7 8 9 ______________________________
(22) Counseling services 1 2 3 4 5 6 7 8 9 ______________________________
(23) Textbook change 1 2 3 4 5 6 7 8 9 ______________________________
(24) Teacher certification 1 2 3 4 5 6 7 8 9 ______________________________
(25) Research reports 1 2 3 4 5 6 7 8 9 ______________________________
(26) Teacher salaries 1 2 3 4 5 6 7 8 9 ______________________________
(27) School budget 1 2 3 4 5 6 7 8 9 ______________________________
(28) Minimum requirements 1 2 3 4 5 6 7 8 9 ______________________________
(29) Title III projects 1 2 3 4 5 6 7 8 9 ______________________________
(30) Headstart project 1 2 3 4 5 6 7 8 9 ______________________________
(31) Vocational education 1 2 3 4 5 6 7 8 9 ______________________________
(32) Adult education 1 2 3 4 5 6 7 8 9 ______________________________
(33) School maintenance 1 2 3 4 5 6 7 8 9 ______________________________
(34) New buildings 1 2 3 4 5 6 7 8 9 ______________________________
(35) Crowded classrooms 1 2 3 4 5 6 7 8 9 ______________________________
(36) Accounting procedures 1 2 3 4 5 6 7 8 9 ______________________________
(37) Teacher union issues 1 2 3 4 5 6 7 8 9 ______________________________
(38) New equipment 1 2 3 4 5 6 7 8 9 ______________________________
(39) Dropout problems 1 2 3 4 5 6 7 8 9 ______________________________

3. School Personnel Role Assignments

In this section please indicate the person who you think works most closely with personnel from each of the following offices of the State Department of Education.

Please circle the appropriate number to indicate which person in your school district has been responsible for working with personnel from the following list of offices of the State Department of Education. Then circle the number of the person who you think should be responsible for working with personnel from that office.

School Personnel Categories

1. Superintendent
2. Superintendent's staff
3. Principal
4. Department head
5. Assigned teacher
6. School staff member
7. Individual teachers

State Department of Education Offices

	Has been responsible		Should be responsible	
Statistics	(40)	1 2 3 4 5 6 7	(64)	1 2 3 4 5 6 7
Transportation	(41)	1 2 3 4 5 6 7	(65)	1 2 3 4 5 6 7
School Lunch	(42)	1 2 3 4 5 6 7	(66)	1 2 3 4 5 6 7
Title I	(43)	1 2 3 4 5 6 7	(67)	1 2 3 4 5 6 7
Secondary Education	(44)	1 2 3 4 5 6 7	(68)	1 2 3 4 5 6 7
Guidance	(45)	1 2 3 4 5 6 7	(69)	1 2 3 4 5 6 7
Certification	(46)	1 2 3 4 5 6 7	(70)	1 2 3 4 5 6 7
Basic Adult Education	(47)	1 2 3 4 5 6 7	(71)	1 2 3 4 5 6 7
Fiscal Division	(48)	1 2 3 4 5 6 7	(72)	1 2 3 4 5 6 7
Elementary Education	(49)	1 2 3 4 5 6 7	(73)	1 2 3 4 5 6 7
Distributive Education	(50)	1 2 3 4 5 6 7	(74)	1 2 3 4 5 6 7
Small Schools Project	(51)	1 2 3 4 5 6 7	(75)	1 2 3 4 5 6 7
Civil Defense	(52)	1 2 3 4 5 6 7	(76)	1 2 3 4 5 6 7
Research	(53)	1 2 3 4 5 6 7	(77)	1 2 3 4 5 6 7
Title III	(54)	1 2 3 4 5 6 7	(78)	1 2 3 4 5 6 7
Social Studies	(55)	1 2 3 4 5 6 7	(79)	1 2 3 4 5 6 7
Vocational Rehabilitation	(56)	1 2 3 4 5 6 7	(80)	1 2 3 4 5 6 7
Language Arts	(57)	1 2 3 4 5 6 7	(81)	1 2 3 4 5 6 7
Science	(58)	1 2 3 4 5 6 7	(82)	1 2 3 4 5 6 7
Physical Education	(59)	1 2 3 4 5 6 7	(83)	1 2 3 4 5 6 7
English	(60)	1 2 3 4 5 6 7	(84)	1 2 3 4 5 6 7
Text Book Title II	(61)	1 2 3 4 5 6 7	(85)	1 2 3 4 5 6 7
Mathematics	(62)	1 2 3 4 5 6 7	(86)	1 2 3 4 5 6 7
Superintendent's Office	(63)	1 2 3 4 5 6 7	(87)	1 2 3 4 5 6 7

4. Frequency of Contact

In this section please indicate the frequency of contact that you have had with personnel from each of the following offices in the State Department of Education. Please circle the appropriate number to estimate the frequency even though you are not absolutely sure. Then, indicate how often you would like to have discussions with personnel from that office on the "desired contact" scale.

Contact Frequency

1. Daily
2. Weekly
3. Monthly
4. Quarterly
5. Semi-annually
6. Annually
7. Only when questions arise
8. No contact

State Department of Education Offices		Past contact		Desired Contact
Statistics	(25)	1 2 3 4 5 6 7 8	(49)	1 2 3 4 5 6 7 8
Transportation	(26)	1 2 3 4 5 6 7 8	(50)	1 2 3 4 5 6 7 8
School Lunch	(27)	1 2 3 4 5 6 7 8	(51)	1 2 3 4 5 6 7 8
Title I	(28)	1 2 3 4 5 6 7 8	(52)	1 2 3 4 5 6 7 8
Secondary Education	(29)	1 2 3 4 5 6 7 8	(53)	1 2 3 4 5 6 7 8
Guidance	(30)	1 2 3 4 5 6 7 8	(54)	1 2 3 4 5 6 7 8
Certification	(31)	1 2 3 4 5 6 7 8	(55)	1 2 3 4 5 6 7 8
Basic Adult Education	(32)	1 2 3 4 5 6 7 8	(56)	1 2 3 4 5 6 7 8
Fiscal Division	(33)	1 2 3 4 5 6 7 8	(57)	1 2 3 4 5 6 7 8
Elementary Education	(34)	1 2 3 4 5 6 7 8	(58)	1 2 3 4 5 6 7 8
Distributive Education	(35)	1 2 3 4 5 6 7 8	(59)	1 2 3 4 5 6 7 8
Small Schools Project	(36)	1 2 3 4 5 6 7 8	(60)	1 2 3 4 5 6 7 8
Civil Defense	(37)	1 2 3 4 5 6 7 8	(61)	1 2 3 4 5 6 7 8
Research	(38)	1 2 3 4 5 6 7 8	(62)	1 2 3 4 5 6 7 8
Title III	(39)	1 2 3 4 5 6 7 8	(63)	1 2 3 4 5 6 7 8
Social Studies	(40)	1 2 3 4 5 6 7 8	(64)	1 2 3 4 5 6 7 8
Vocational Rehabilitation	(41)	1 2 3 4 5 6 7 8	(65)	1 2 3 4 5 6 7 8
Language Arts	(42)	1 2 3 4 5 6 7 8	(66)	1 2 3 4 5 6 7 8
Science	(43)	1 2 3 4 5 6 7 8	(67)	1 2 3 4 5 6 7 8
Physical Education	(44)	1 2 3 4 5 6 7 8	(68)	1 2 3 4 5 6 7 8
English	(45)	1 2 3 4 5 6 7 8	(69)	1 2 3 4 5 6 7 8
Text Book Title II	(46)	1 2 3 4 5 6 7 8	(70)	1 2 3 4 5 6 7 8
Mathematics	(47)	1 2 3 4 5 6 7 8	(71)	1 2 3 4 5 6 7 8
Superintendent's Office	(48)	1 2 3 4 5 6 7 8	(72)	1 2 3 4 5 6 7 8

5. Method of Contact

In this section please indicate the approximate number of times during the past calendar year that you have been contacted by personnel from the State Department of Education by the following communication media. The estimate includes the total number of times contacted by any or all of the offices in the State Department of Education about the following subjects that were discussed. Then, please indicate the degree to which you were satisfied with the discussion on that particular topic.

Frequency Scale	Satisfaction Scale
1. none	1. Very unsatisfactory
2. 1-3 times	2. Unsatisfactory
3. 4-6	3. Satisfactory
4. 7-15	4. Very satisfactory
5. 16-25	
6. 26 or more	

I. Telephone Contact	Frequency	Satisfaction
(A) Discussion about any of the standards set by the State Department of Education	(73) 1 2 3 4 5 6	(74) 1 2 3 4
(B) Discussion about new research texts, or supplemental materials in education to aid teaching in schools	(75) 1 2 3 4 5 6	(76) 1 2 3 4
(C) Discussion about special problems or situations that arise in your school system	(77) 1 2 3 4 5 6	(78) 1 2 3 4
(D) Discussion about administrative reports, requisitions, budgets, etc.	(79) 1 2 3 4 5 6	(80) 1 2 3 4
(E) Telephone discussion for any other reason. Please specify. ______________________	(18) 1 2 3 4 5 6	(19) 1 2 3 4
II. Person to Person Contact		
(A) Discussion about any of the minimum standards set by the State Department of Education	(20) 1 2 3 4 5 6	(21) 1 2 3 4
(B) Discussion about new research texts, or supplemental materials in education to aid teaching in schools	(22) 1 2 3 4 5 6	(23) 1 2 3 4

5. Method of Contact (continued)

Frequency Scale

1. none
2. 1-3 times
3. 4-6
4. 7-15
5. 16-25
6. 26 or more

Satisfaction Scale

1. Very unsatisfactory
2. Unsatisfactory
3. Satisfactory
4. Very satisfactory

II. Person to Person Contact (cont'd)	Frequency	Satisfaction
(C) Discussion about special problems or situations that arise in your school system	(24) 1 2 3 4 5 6	(25) 1 2 3 4
(D) Discussion about administrative reports, requisitions, budgets, etc.	(26) 1 2 3 4 5 6	(27) 1 2 3 4
(E) Person to person contact for any other reason. Please specify: ____________________ ____________________	(28) 1 2 3 4 5 6	(29) 1 2 3 4
III. Publications you have received		
(A) Publications about any of the minimum standards set by the State Department of Education	(30) 1 2 3 4 5 6	(31) 1 2 3 4
(B) Publications about new research texts, or supplemental materials in education to aid teaching in schools	(32) 1 2 3 4 5 6	(33) 1 2 3 4
(C) Publications about special problems or situations that arise in your school system	(34) 1 2 3 4 5 6	(35) 1 2 3 4
(D) Publications about administrative reports, requisitions, budgets, etc.	(36) 1 2 3 4 5 6	(37) 1 2 3 4
(E) Publications referring to any other subject: Please specify: ____________________ ____________________	(38) 1 2 3 4 5 6	(39) 1 2 3 4

5. Method of Contact (continued)

Frequency Scale	Satisfaction Scale
1. none	1. Very unsatisfactory
2. 1-3 times	2. Unsatisfactory
3. 4-6	3. Satisfactory
4. 7-15	4. Very satisfactory
5. 16-25	
6. 26 or more	

IV. Workshops you have attended:	Frequency	Satisfaction
(A) Workshops about any of the minimum standards set by the State Department of Education	(40) 1 2 3 4 5 6	(41) 1 2 3 4
(B) Workshops about new research texts, or supplemental materials in education to aid teaching in schools	(42) 1 2 3 4 5 6	(43) 1 2 3 4
(C) Workshops about special problems or situations that arise in your school	(44) 1 2 3 4 5 6	(45) 1 2 3 4
(D) Workshops about administrative reports, requisitions, budgets, etc.	(46) 1 2 3 4 5 6	(47) 1 2 3 4
(E) Workshops attended for any other reason. Please specify: _______ ______________________ ______________________	(48) 1 2 3 4 5 6	(49) 1 2 3 4

6. Social Relations

In this section, beginning on the next page, please indicate how often the type of behavior that is described has occurred when you have met with people from the State Department of Education.

Please respond to each type of social behavior that is described based upon all of the personnel from each office with whom you have met. In effect, when you have been in contact with more than one person from any one office, base your response upon your general impression of all of the persons seen. If you have had no inter-personal contact with anyone from a particular office, simply do not respond to that item.

CONSIDERATION

This factor indicates the person's attempt to be friendly and considerate toward you. This behavior indicates an attempt to create an atmosphere in which you felt free to express your point of view about whatever was being discussed. It also indicates the extent to which you felt the person was interested in what you were saying.

The following items are provided to help clarify the concept of consideration:

1. Encouraged you to express your opinion
2. Listened attentively to what you had to say
3. Showed consideration for your opinion

Scale

1. Never
2. Seldom
3. Sometimes
4. Often
5. Frequently
6. Very frequently

State Department of Education offices

(50)	Statistics	1 2 3 4 5 6
(51)	Transportation	1 2 3 4 5 6
(52)	School Lunch	1 2 3 4 5 6
(53)	Title I	1 2 3 4 5 6
(54)	Secondary Education	1 2 3 4 5 6
(55)	Guidance	1 2 3 4 5 6
(56)	Certification	1 2 3 4 5 6
(57)	Basic Adult Education	1 2 3 4 5 6
(58)	Fiscal Division	1 2 3 4 5 6
(59)	Elementary Education	1 2 3 4 5 6
(60)	Distributive Education	1 2 3 4 5 6
(61)	Small School Project	1 2 3 4 5 6
(62)	Civil Defense	1 2 3 4 5 6
(63)	Research	1 2 3 4 5 6
(64)	Title III	1 2 3 4 5 6
(65)	Social Studies	1 2 3 4 5 6
(66)	Vocational Rehabilitation	1 2 3 4 5 6
(66)	Language Arts	1 2 3 4 5 6
(68)	Science	1 2 3 4 5 6
(69)	Physical Education	1 2 3 4 5 6
(70)	English	1 2 3 4 5 6
(71)	Text Book Title II	1 2 3 4 5 6
(72)	Mathematics	1 2 3 4 5 6
(73)	Superintendent's Office	1 2 3 4 5 6

STRUCTURE

This factor indicates the person's attempts to provide you with more information about the facts that were discussed. The behavior also indicates an attempt to focus the conversation on a discussion of facts that would provide you with reliable information about the topics discussed.

The following items are provided to help clarify the concept of structure:

1. Clarified whatever misconceptions you might have had
2. Directed the talk toward a discussion of facts that were pertinent
3. Presented good reasons to justify any suggestions he made

Scale

1. Never
2. Seldom
3. Sometimes
4. Often
5. Frequently
6. Very frequently

State Department of Education offices

(74)	Statistics	1 2 3 4 5 6
(75)	Transportation	1 2 3 4 5 6
(76)	School Lunch	1 2 3 4 5 6
(77)	Title I	1 2 3 4 5 6
(78)	Secondary Education	1 2 3 4 5 6
(79)	Guidance	1 2 3 4 5 6
(80)	Certification	1 2 3 4 5 6
(18)	Basic Adult Education	1 2 3 4 5 6
(19)	Fiscal Division	1 2 3 4 5 6
(20)	Elementary Education	1 2 3 4 5 6
(21)	Distributive Education	1 2 3 4 5 6
(22)	Small Schools Projects	1 2 3 4 5 6
(23)	Civil Defense	1 2 3 4 5 6
(24)	Research	1 2 3 4 5 6
(25)	Title III	1 2 3 4 5 6
(26)	Social Studies	1 2 3 4 5 6
(27)	Vocational Rehabilitation	1 2 3 4 5 6
(28)	Language Arts	1 2 3 4 5 6
(29)	Science	1 2 3 4 5 6
(30)	Physical Education	1 2 3 4 5 6
(31)	English	1 2 3 4 5 6
(32)	Text Book Title II	1 2 3 4 5 6
(33)	Mathematics	1 2 3 4 5 6
(34)	Superintendent's Office	1 2 3 4 5 6

THRUST

This factor indicates the person's attempts to work effectively with you and find solutions in terms of mutual interests. This behavior also indicates a flexibility and real concern with working out an effective solution to any problems that arose.

The following items are provided to help clarify the concept of thrust:

1. Attempted to smooth over differences of opinion
2. Attempted to reach a satisfactory solution to problems discussed
3. Sets an example for others to follow

Scale

1. Never
2. Seldom
3. Sometimes
4. Often
5. Frequently
6. Very frequently

State Department of Education offices

(35)	Statistics	1 2 3 4 5 6
(36)	Transportation	1 2 3 4 5 6
(37)	School Lunch	1 2 3 4 5 6
(38)	Title I	1 2 3 4 5 6
(39)	Secondary Education	1 2 3 4 5 6
(40)	Guidance	1 2 3 4 5 6
(41)	Certification	1 2 3 4 5 6
(42)	Basic Adult Education	1 2 3 4 5 6
(43)	Fiscal Division	1 2 3 4 5 6
(44)	Elementary Education	1 2 3 4 5 6
(45)	Distributive Education	1 2 3 4 5 6
(46)	Small Schools Project	1 2 3 4 5 6
(47)	Civil Defense	1 2 3 4 5 6
(48)	Research	1 2 3 4 5 6
(49)	Title III	1 2 3 4 5 6
(50)	Social Studies	1 2 3 4 5 6
(51)	Vocational Rehabilitation	1 2 3 4 5 6
(52)	Language Arts	1 2 3 4 5 6
(53)	Science	1 2 3 4 5 6
(54)	Physical Education	1 2 3 4 5 6
(55)	English	1 2 3 4 5 6
(56)	Text Book Title II	1 2 3 4 5 6
(57)	Mathematics	1 2 3 4 5 6
(58)	Superintendent's Office	1 2 3 4 5 6

7. Additional Information

In this section please write any remarks you might wish to add concerning school personnel relations with personnel from the State Department of Education; ideas you might have about ways to improve educational services in New Mexico; information you would like to receive to aid you in your job; or any other topic that is related to education in your school district. Thank you.

APPENDIX B

HISTORICAL OUTLINE

CHART I

PURPOSES, GOALS, AND SCOPE OF EDUCATION

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1536-1820	Mission schools established by Spanish	Requirement of the Spanish Government	To connect the Indians to Catholicism and to teach certain basic skills	Rudiments of the formal educational system which later was developed
1821	Six town councils established schools	Ordered by the Mexican Government	To continue Indian education and to provide schools for children of the settlers	Towns involved in the development of schools
1827	Compulsory school attendance	Law passed by deputation	Insure a large base of support for the schools	First attempt to require attendance at school
1820-1891	Repeated attempt to establish a territorial system of education supported by taxes	Territorial legislation	Growing realization of the importance of education	Attempt thwarted by business groups and wealthier families who controlled the legislature and opposed taxation
1820-1891	Numerous denominational schools established in the territory	Missionaries and support of the faithful	To answer the need for education of settlers' children	Private system established which still exists today
1891	Public school system finally established	Legislation	Pressure of settlers for educational facilities	System was tax-supported; school board created; teachers licensed; buildings through bond issues
1889	Beginning of system of higher education	Legislation: Rodey Act	Need for more highly educated people in government and business	Education extended beyond high school. Pattern of present higher education system set

CHART I (cont'd)

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1960	Move to establish vocational schools and junior colleges	Legislation	Necessity to cope with high dropout rate. Recognition of need for post high school education for non-college bound	Broadens the traditional scope of education. Reflects a wider view of curriculum needs and a need for continued education

CHART II

CURRICULUM AND INSTRUCTION

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1891	Course of study developed for elementary schools. Emphasis on reading, writing, and arithmetic	Legislation	Response to public demand for education	Set precedent of state boards establishing the curriculum
1912	High school curriculum prescribed: manual training, domestic science commercial science, agriculture, United States and New Mexico history, civics; effects of alcohol and narcotics	Legislation	Skills needed for settlers in this part of the country	Great emphasis on vocational type education.
1923	School Code	Legislation	Need for codifying existing school laws	State board given power to establish minimum standards of instruction. Texts approved by board. Subjects to be taught: reading, writing, spelling, arithmetic, geography, language and grammar, Spanish, U.S. and N. Mex. history. Board given power to specify other courses.
1950	Primary objectives of elementary education defined, "Insure opportunities for physical, emotional, intellectual, and social growth of children"	State Department of Education Press	Need for justification of program	Allows planning and evaluation of on-going programs
1957	Suggested daily programs for elementary schools defined	State Department of Education Press	Need for more standardization of program	Increasing influence of the State Department of Education

CHART II (cont'd)

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1958	High school graduation requirements increased	State and local boards of education	Reaction to Sputnik	More emphasis on mathematics and science. Schools greatly criticized; became more sensitive to societies needs
1964	Increased attempt to meet needs of defined groups in our society	Federal legislation	Answer to pressing social needs made evident by the Civil Rights movement	Much experimentation with new programs; Headstart, etc.

CHART III

PERSONNEL SERVICES

INSURANCE

1. $10,000 liability policy on each NMEA member.
2. Various health and life policies within the various systems.

TENURE

1. A teacher has tenure when the fourth contract is signed.
2. Tenure teachers who are dismissed are entitled to a hearing with their board of education and can appeal to the State Board of Education.

RETIREMENT

1. New Mexico Educational Retirement Act of 1957
    a. Full-time employees of school districts are required to belong
    b. Individual contributes 4% of salary to retirement; the district board contributes 6½% to the employee's retirement account
    c. Retirement benefit formula:
        1) Compute average salary for the employee's highest five years
        2) Take 1½% of the first $4,000 of this figure
        3) Take 1% of all over $4,000
        4) Add 2 and 3 together
        5) Multiply this sum by number of years experience to determent payment

SALARY

1. All districts now have a base of at least $5,000.
2. Trend is to reduce the number of increments to the top of the scale.
3. New Mexico ranks 24th in the nation in average teacher salaries.

CHART III (cont'd)

PREPARATION

1. A college degree is now required to be certified in New Mexico.
2. As of 1957-58, 9% of all New Mexico teachers had degrees.
3. Non-degree people can be certified in certain exceptional cases.

CERTIFICATION

1. All teachers in the State's schools must be certified
2. Life certificates are no longer granted.
3. All certificates other than the ten-year continuing professional certificate requires eight semester hours of college work every five years for renewal.

CHART IV

SCHOOL PLANT

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1891	Law provides for building schools through bond issues	Legislation	Need for buildings to house newly created system of public schools	Followed precedent of other states for financing buildings
1912	State Constitution sets 6% limit on bonded indebtedness	Constitution	Pacify law tax aims of business groups	Has prevented much local initiative in the construction of plant
1933	20-mill limit on local property tax imposed	Legislation	Reaction to the Depression	Further hindered the ability of local districts to construct school facilities
1965	Emergency fund created for school construction	Legislation	Pressure of education at legislative session: building shortage serious in many areas	Recognize local hands are tied. Funds alloted if district can show savings over 15-year period
1966	Property reappraisal	Legislation	Pressure of school people and center pressure of conservatives	Increase bonding capacity of districts; more local revenue from property tax

CHART V

SCHOOL FINANCE

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1891	Provisions for levying local taxes for schools	Legislation	Funds needed to support new public school system	Set precedent in New Mexico for local contribution to support of schools
1912	Establishment of the Permanent School Fund	Enabling Act	To help support the system the Act called for	Lands set aside for benefit of schools. Interest on investment goes to schools
1912	Establishment of the Current School Fund	Constitution	To help support the system the Act called for	Gave Legislature power to tax to raise money for schools
1923	Limitation of 40.5 mills placed on property tax	Legislation	Influence of pressure groups	Attempt to hold down educational expenditures
1923	Post of educational budget auditor created	Legislation	Pressure group attempts to hold down education spending	Weakened education and divorced program from finances
1933	20-mill property tax limit	Legislation	Depression conditions; desire of pressure groups to hold down local spending	Decreased initiative of local districts and made them more dependent on the state
1933	Sales tax imposed	Legislation	New revenue sources needed in the Depression	More control of educational finance to the the state
1934	Earmarked funds for education	Legislation	Education wanted to insure operating funds	Began a period of little initiative in the area of finance on the part of the school people

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CHART V (cont'd)

School Finance (2)

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1934	Distribution plan imposed to counties based on a ratio of each county to the state	Legislation	Large counties and rich districts wanted this	Aggravated the differences between rich and poor counties
1935	Distribution formula changed - based on classroom units, high school weighted 4/3 of elementary	Legislation	Influence of urban and large school districts	Heightened discrepancies between districts; led to bickering among school people
1941	Public School Equalization Fund created - sales tax and 75% of income tax earmarked to it. Distribution based on ADA with secondary students weighted 1.75	Legislation	Creation of very rich and very poor districts by the previous distribution formula	Set pattern for distribution of funds on census basis
1961	Income tax raised 50% - school budget slashed greatly	Legislation and action of school budget auditor	Earmarked sources no longer sufficient Great need for more school funds	Clash between education and legislation. Feelings of district developed which still exist today
1961	Mort Study of School Finance in New Mexico	State Board of Education action	Need for new sources for educational funds	Caused much new thought about school finance
1962	Special Legislative Session adopted these changes: 1. Abolished earmarked funds 2. Established base support figure 3. Funds directly to districts rather than to counties 4. Size of district included as weighting factor	Legislation	Need for new sources for educational funds	Education money now out of general funds. Increased political activity of educators

CHART V (cont'd)

School Finance (3)

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1963	50% increase in sales tax	Legislation	Need for new sources for educational funds	Made New Mexico tax structure even more regressive
1963	Greer plan adopted - per-pupil cost for each attendance center and weighting by elementary, junior, and senior high school students	Legislation	Attempt to pacify both large and small districts	Still no attempt to include ability and effort as factors in distribution
1966	Re-appraisal of property	Legislation	Need for more educational funds; reluctance to allow local leeway	Educators becoming a more powerful force in legislative affairs

CHART VI

LOCAL DISTRICT ORGANIZATION AND ADMINISTRATION

1. State delegates authority to local districts.
2. Districts have 5-person elected boards which appoint the local superintendent.
3. Legally, the legislature can alter district boundaries, consolidate them, or abolish them altogether.
4. Trend has been for the legislature to promote consolidation through incentives rather than by force.
5. Reorganization has usually resulted in larger administrative units.
6. County districts are disappearing; only one is still in operation.
7. There are presently 90 school districts in the state.

CHART VII

STATE STRUCTURE AND ORGANIZATION

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1863	First board of education established for New Mexico territory	Legislation	Some policy-making body needed for education in the territory	Broad powers for educational policy. Set precedent
1891	First superintendent of schools for territory appointed by the governor	Legislation	Need for administration to implement policies of the board	School system flourished & developed
1912	Continued appointed state board and elected superintendent	Constitution		Broad powers given the state board. Superintendent responsible to the electorate, board & the governor
1958	Superintendent of Public Instruction becomes an official appointed	Amendment to state constitution approved by voters	Desire for a professional educator in response to Sputnik. Remove the office from politics	Allows more continuity and boldness of approach
1959	State Department of Education formally reorganized. Had not been by the constitution or previous legislation	Constitutional amendment		Enhanced the stature of the department. Formerly merely considered the staff of the state department

CHART VIII

HIGHER EDUCATION

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1889	University established at Albuquerque; school of mines at Socorro; agricultural college at Las Cruces	Legislation, Rodey Act	Meet the need for higher education in the territory	Beginning of higher education system in New Mexico
1893	Normal schools established at Silver City and Las Vegas; NMMI at Roswell	Legislation	Need for teachers for new public school system	Establish teacher training programs in New Mexico schools of higher education
1912	Name & location of each institution of higher learning prescribed; separate governing board for each	Constitution	Prevent a profusion of state-supported schools	New Mexico system of higher education cannot be changed without a constitutional amendment
?	Creation of the Board of Education Finance (BEF)	Legislation	Tighten state control over college and university spending	Budget received by BEF. Schools competing with each other for funds. Could lead to an overlap in the function of the various schools
1965	Permissive legislation for establishment of junior colleges	Legislation	Higher education needed for non-college bound; retraining needed for the already employed	Begins establishment of a system of junior colleges in the state. Heightens the problem of finance

CHART IX

VOCATIONAL EDUCATION

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1889	Agricultural College established at Las Cruces	Legislation, Rodey Act	Outgrowth of the Morrill Act of 1862	A post-secondary school of vocational education established
1917	Smith-Hughes Act passed by U. S. Congress	Legislation	Need for vocational training for children of immigrant waves	Stimulated Voc. Ag. and Home Ec. programs in New Mexico schools
1937	George-Deen Act passed by U. S. Congress	Legislation	Response to Depression; job training considered a task of the schools	Promoted programs in trades & industries in New Mexico schools
1953	Started Board of Voc. Education; created Voc. Ed. Dept. in State Department of Education	Legislation	Comply with Federal regulations	More prestige lent vocational education in New Mexico
1963	Vocational Education Act passed by U. S. Congress	Legislation	Response to dropout and delinquent problems	Vocational education aimed at dropouts and disadvantaged youths for the first time
1964	Technical-Vocational Insitute established at Albuquerque	Legislation, voter approved	Combat welfare, poverty problems through job training	Legislation allowed local district to vote a top rate beyond 20 mills for an educational facility. Stimulus for other vocational schools
1964	Various vocational programs established under Federal legislation:MDTA ARA, EOA, ESTA, etc. Planning for a statewide vocational system based on population or manpower needs	Legislation	Need cited by Federal government, poverty programs	New Mexico schools responding to pressure from outside agencies for change. More reliance upon Federal money

CHART X

RESEARCH

WHEN	WHAT	HOW	WHY	SIGNIFICANCE
1961	Establishment of the New Mexico Society for the Study of Education (NMSSE)	Organized by Colleges of Education	To stimulate local research and disseminate the findings	Attempt to develop action research orientation among New Mexico school people
1957-58	New Mexico Cooperative Research & Study Council formed (NMCRSC)	26 school systems combined	Promote research and cooperative purchasing practices	School systems combined in some areas of operation
1966	Development of Title III and Title IV proposals under ESEA	Federal legislation	Provide needed education services and research in the particular education problems of the Southwest	Offer hope for solutions to some of the state's longtime educational problems
1964	Division of Research and Planning added to State Department of Education	Internal reorganization	Conduct and disseminate research findings in New Mexico	Functions both as a primary research agency and coordinator of research throughout the department and other agencies within the state

APPENDIX C

COMPUTER SELECTION OF TOPICS

Question #1 Best Features of Education

I. Administration and Policy

10. Equitable tax system and state distribution system
11. Professionalism of administrative personnel
12. Community involvement in planning
13. Considerable local autonomy and lay support
14. Election of the state board and appointment of the superintendents
15. School budget division separate from state department of education
16. Standards set for students
17. Salary schedules
18. Improved communication between federal, state, and local agencies
19. Transportation services provided for students
20. (TOTAL)

II. Teaching and Techniques

21. Continuous up-grading of certification requirements
22. Allowances for individual differences
23. Abundance of young teachers
24. Active participation of teachers in politics
25. Favorable teacher-pupil ratio
26. Concept that education is lifelong process
27. Strong professional organizations for teachers
28. Emphasis on democratic responsibility stressed in school
29. (TOTAL)

III. Curriculum and Facilities

30. Equality of opportunity
31. Wide range of subjects offered
32. Adult education
33. Headstart program
34. Special education
35. Inservice training for teachers
36. Free textbooks
37. Vocational program
38. State-supported universities
39. Summer recreation program
40. School plants and facilities
41. College preparatory
42. Continuous curriculum improvement
43. Library programs
44. Exploratory courses
45. Well-rounded activities program
46. Testing program
47. Guidance and counseling program
48. (TOTAL)

Question #2 Most serious problems or weaknesses in the organization for, or program of education

I. Administration and Policy

10. Tenure law
11. Lack of communication between faculty, administration, and board
12. Lack of adequate staff personnel to free teachers from supervisory activities
13. Petty politics within the school system
14. De facto compulsory membership in NMEA
15. Social promotion
16. Poor parent-school relationships
17. Inadequate facilities and equipment
18. Need to enforce compulsory attendance laws
19. Not enough long-range, realistic planning
20. Poor teacher placement
21. Poor retention of teachers
22. Lack of sufficient counseling service
23. Too many small schools
24. Lack of communication between school personnel, legislature, and State Department of Education
25. Community involvement
26. Lack of sufficient maintenance funds
27. Teacher salaries are incongruent with certification requirements
28. State control of money and distribution of funds
29. Inadequate funds
30. (TOTAL)

II. Teaching and Techniques

31. Teaching of English needs improvement
32. Pupil-teacher ratio
33. Radical ideas of young teachers
34. Lack of professionalism
35. Need better qualified teachers
36. Poor teacher preparation at college level
37. Creativity not properly encouraged
38. Restrictions on academic freedom and collective bargaining
39. Teachers in politics
40. Need to teach more social responsibility
41. Use of scanning or phrase recognition theory in reading program
42. Lack of training to deal with ethnic problems
43. Poor grading system
44. Insufficient inservice training
45. (TOTAL)

III. Curriculum and Facilities

46. Summer recreation and work programs
47. Weak physical training program
48. Lack of adequate program for individual needs
49. Lack of challenge for gifted students
50. Lack of kindergarten
51. Lack of vocational courses at secondary level
52. Inadequate special education programs
53. Need programs that emphasize ability
54. Dropout and forceout problems
55. Grouping methods
56. Not enough books
57. State textbook system
58. Need for junior colleges in the state
59. Poor health program
60. Use of federal programs
61. Lack of emphasis on basic subjects
62. Lack of homework in lower grades
63. Lack of classroom experimentation
64. Too much emphasis on extracurricular activities
65. (TOTAL)

Question #3 What changes or improvements do you think should be made?

I. Administration and Policy

10. Better means of evaluating teachers and administrators
11. Have some "outside source" objectively assess educational procedures in all school districts
12. Wise use of funds -- local, state, federal
13. Eliminate overlapping programs
14. NMEA annual meeting of delegates representing local units
15. Increase local initiative and responsibility for local school policy decisions
16. Define teacher and administrative responsibilities more clearly
17. Increase the size of our schools by merging school districts
18. Have more direct participation in the classroom by the lay-public
19. Finance school systems on the basis of need
20. Local regulated taxing to permit each community a way to determine the amount of money for local schools
21. More training for administrators
22. Set up a coordination agency to help provide information to all schools, i.e., grade to college
23. Utilize new information gained in other fields, apply these to education
24. Establish good public relations unit for our schools
25. Better qualified personnel on state textbook adoption board
26. More research
27. (TOTAL)

II. Teaching and Techniques

28. Assess the school system via the adequacy of students turned out
29. Issuing of teaching certificates only by training institution
30. Seek new teachers from outside with fresh viewpoints
31. Emphasize independent intellectual development of the student
32. Make college classes in education more applicable to typical classroom situations
33. More attention to individual students
34. Base salary more on responsibility, qualifications, and performance
35. Evaluate our present testing techniques
36. Develop program of inservice training
37. Provide some means to certify public teachers so they might also teach specialized courses
38. Provide counselors with better information concerning the roles that students might assume in society
39. Attempt to counsel the parents of problem children
40. Abolish teacher colleges as such and also require all teachers to acquire a major other than education
41. Reduce teacher to pupil ratio
42. Use TV in the classroom
43. Increase salaries
44. Upgrade requirements for teaching certificates
45. Students assume hall duty, etc.
46. Requirements and standards made equal across state
47. Teaching aids
48. Teacher examinations each year
49. More academic freedom
50. Improve counseling service
51. Training to prepare teachers to better ethnic groups and problems related to each group
52. (TOTAL)

III. Curriculum and Facilities

53. Make more effective use of school plant, i.e., longer school year
54. Experiment, use daring in planning the educational program
55. Establish public kindergarten
56. More comprehensive program
57. Keep minority group low achievers in school
58. Initiate courses on the basis of projected needs
59. Increased participation in athletic activity
60. Set up separate schools for "hard to teach" children where adequate attention can be provided
61. Teach first two years of college material in high school
62. Improve student recognition of various aspects of county, state and national government
63. More vocational courses

64. Sex education
65. Improve the physical condition of our schools
66. Foreign languages started at elementary level
67. Separate academic and vocational programs
68. More special classes
69. Expand curriculum
70. Emphasize communication skills
71. Free junior college
72. Driver training
73. (TOTAL)

APPENDIX D

SUBJECT REPORT ON STATE SURVEY

REPORT ON STATE SURVEY

The Weaknesses and Suggested Improvements in Current Educational Policies, Practices and Programs in New Mexico

Growing out of our regional conferences, the following subjects have emerged as potential study areas:

1. Social Changes in New Mexico
    a. Urbanization
    b. Migration pattern

2. Educational Objectives: clientele
    a. Pre-school youth
    b. Youth - age 6-20
    c. Adults

3. Instructional Programs
    a. Pre-school
    b. Elementary grades
    c. Middle school (junior high)
    d. High school
    e. Vocational education
        (1) Elementary
        (2) Middle school } Vocational Bias
        (3) High school
    f. Adult education
    g. Special programs for dropouts

4. Educational Facilities
    a. Pre-school
    b. Elementary school
    c. Middle school
    d. High school
    e. Adult education
    f. Special programs

5. Instructional Staff - corresponding grades and programs
    a. Elementary
    b. Middle school
    c. High school

6. Supportive Staff - corresponding grades and programs
    a. Elementary
    b. Middle school
    c. High school

7. Finance
    a. Trends of New Mexico's economy
    b. Tax system
    c. Method of distribution of funds
    d. Salary policies

8. School District Structure

Within this context a three-fold program of investigation is under way based upon the findings of our preliminary survey.

1. A compendium is being compiled of available services and/or information within the New Mexico State Department of Education and its sister agencies.*

2. A request for information as might be provided by committee reports, preliminary research findings either by the faculty or the students, a bibliography of related theses and dissertations, is being made to each of the universities and colleges as well as education centers and laboratories within the state (previously collected material as well as the possibility of assigning new papers will be solicited).

3. Those subject areas not investigated or insufficiently explored elsewhere will be presented to the advisory committee for recommendations for ad hoc study committees.

Using a mean response of 2.07 on a stratified survey by the advisory committee to "Designing Education for the Future in New Mexico," the determination was made to concentrate Phase I of our study on those items which are indicative of major problem areas because they are representative of a mode of 75% or better as based upon the results obtained in the use of our initial survey. This list has been edited from the survey to conform to the scope of the State Department of Education and the intention to strengthen the leadership of this department through more effective service as supported by Title V of the Elementary and Secondary School Act through the creation of the project "Designing Education for the Future."

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*See addendum on areas of investigation in support of State Department of Education survey

Concerning administration and policy, the following areas will be studied in rank order:

1. Tenure law
2. Parent-school relationships
3. "Poor retention of teachers"
4. "Inadequate funds"
5. "Incongruency between teachers' salaries and certification requirements
6. "The need for coordination in the use of local, state, and federal funds in order to gain the greatest return on the dollar spent"
7. The need for "an improved" means of evaluating teachers and administrators
8. The need for an information bank to serve all educational institutions from elementary through college

The following areas in teaching and techniques have been isolated for investigation in the following rank order:

1. In-service training
2. "The need to tie the salary to responsibility and performance as well as qualifications"
3. The need to emphasize independent intellectual development of the student
4. The need for increased salary scale across the state
5. Study of the pupil-teacher ratio
6. "Poor" teacher preparation at the college level
7. The need for individual attention to student needs
8. The need to upgrade the requirements for teaching certificates

Those areas indicative of concern in curriculum and facilities will be investigated in the following rank order:

1. Lack of adequate program for individual needs
2. Need for additional vocational courses
3. Lack of vocational courses at the secondary level
4. The emphasis on extracurricular activities
5. The effective use of the school plant beyond the traditional hours of the day, days of the week, and months of the year
6. Driver training programs
7. "The need to keep minority group low achievers in schools"
8. "The lack of emphasis on basic subjects"

Whereas some items appear under more than one major topic, this will not necessitate dual investigation but rather a multiple convergence upon the subject.

ADDENDUM

Areas for Investigation
In Support of the State Department of Education Survey

1. New Mexico Taxpayers' Association

2. The study of statewide industry to include the gas and oil industry, Railroad Association, mineral resources, and the cattle and sheep industry.

3. State Division of Finance

4. State Department of Development

5. State Division of Planning

   } Finance planning as pertaining to item two above

6. Atomic Energy Commission facilities within the state

7. Metropolitan Planning Division of Albuquerque

8. Department of Agriculture
   a. Farming plans
   b. Water use and conservation

9. Tax Commission

10. Forest Service

11. Local school boards of education are to be included in Phase I questionnaire with a copy to be supplied for each principal, to be disseminated through the local superintendent.

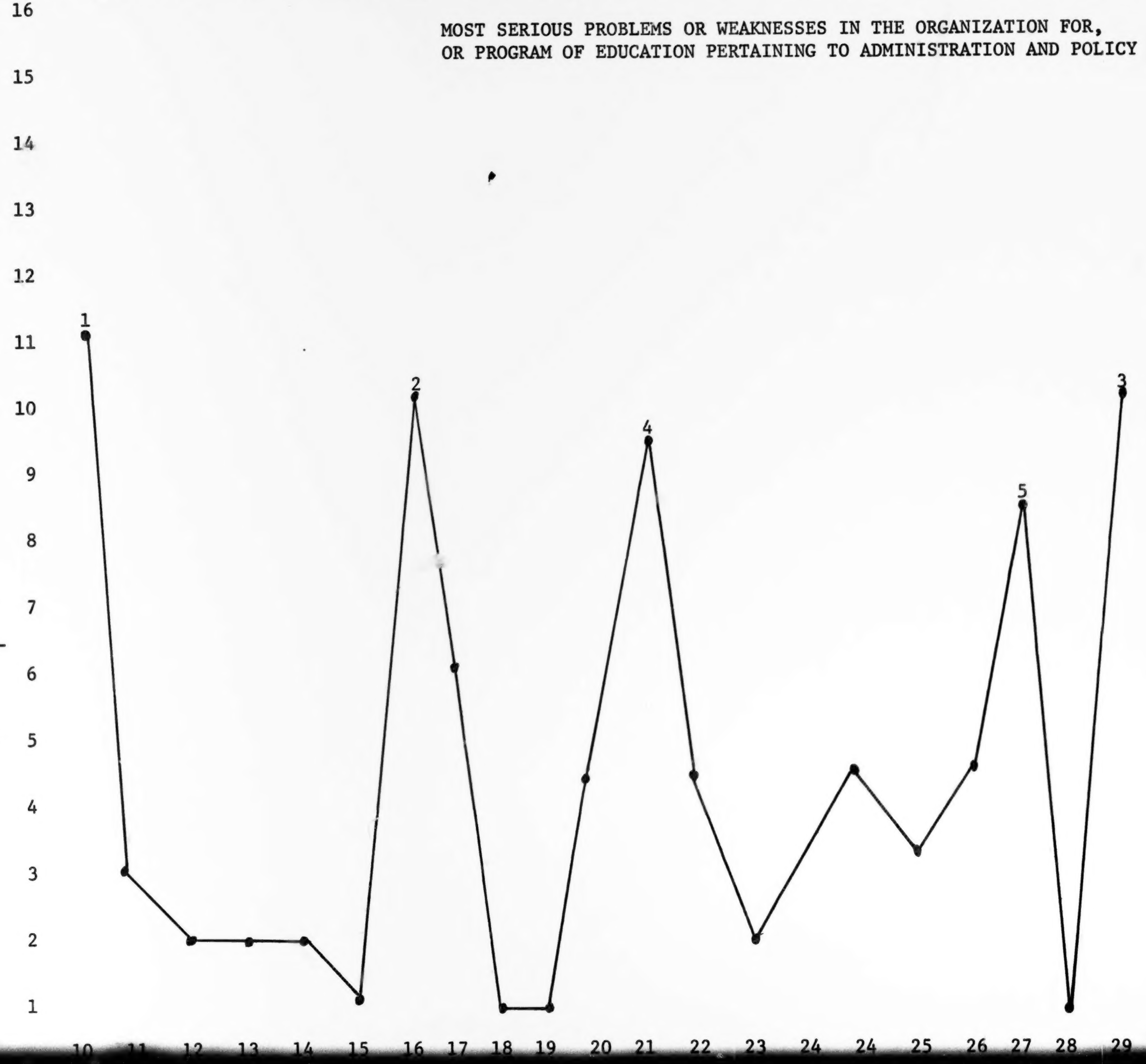
MOST SERIOUS PROBLEMS OR WEAKNESSES IN THE ORGANIZATION FOR, OR PROGRAM OF EDUCATION PERTAINING TO ADMINISTRATION AND POLICY

Abscissa of code identification

Ordinate of frequency response

Response based on 81 respondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3



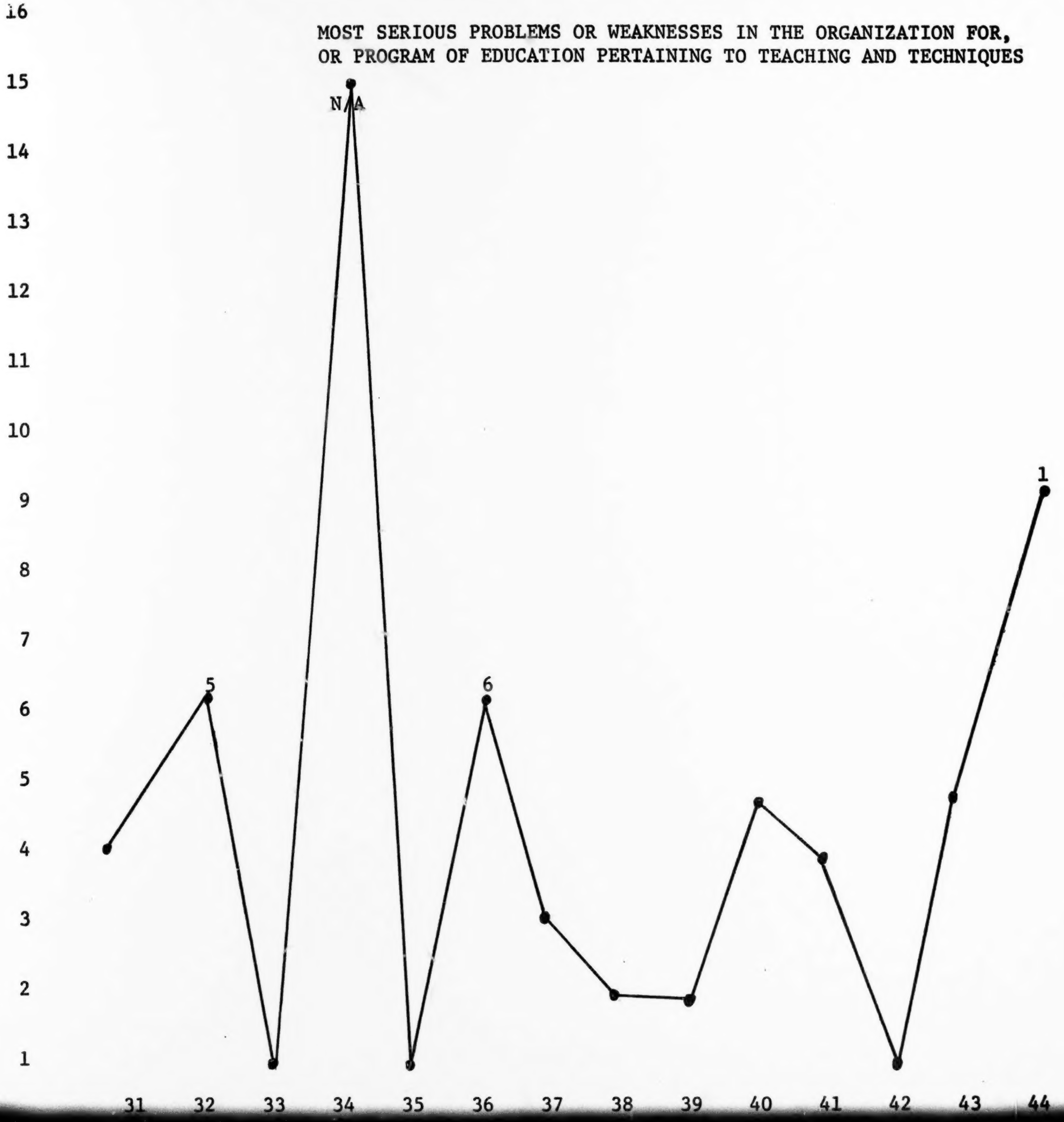
MOST SERIOUS PROBLEMS OR WEAKNESSES IN THE ORGANIZATION FOR, OR PROGRAM OF EDUCATION PERTAINING TO TEACHING AND TECHNIQUES

Abscissa of code identification

Ordinate of frequency response

Response based on 81 respondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3



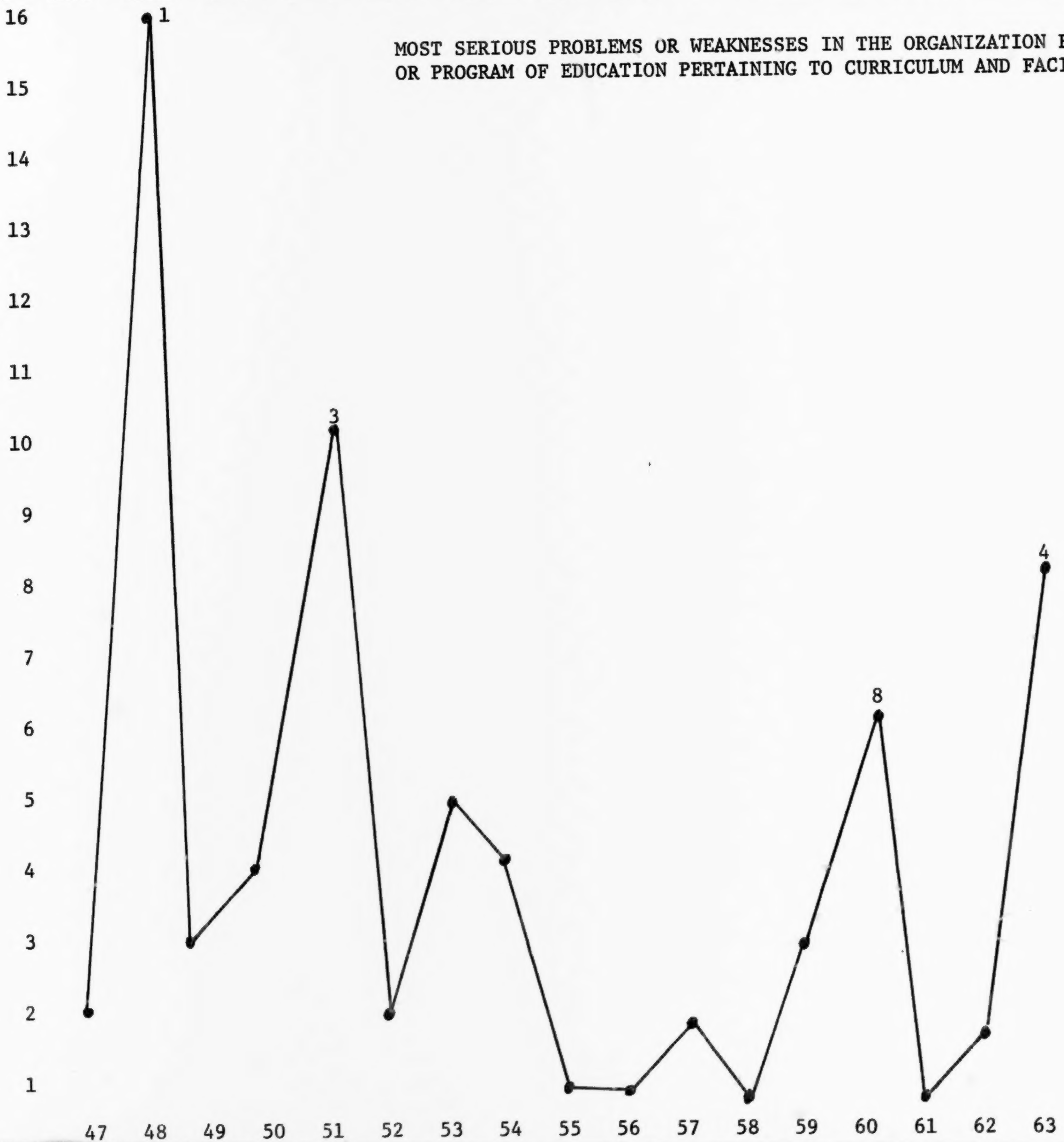
MOST SERIOUS PROBLEMS OR WEAKNESSES IN THE ORGANIZATION FOR, OR PROGRAM OF EDUCATION PERTAINING TO CURRICULUM AND FACILITIES

Abscissa of code identification

Ordinate of frequency response

Response based on 81 respondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3



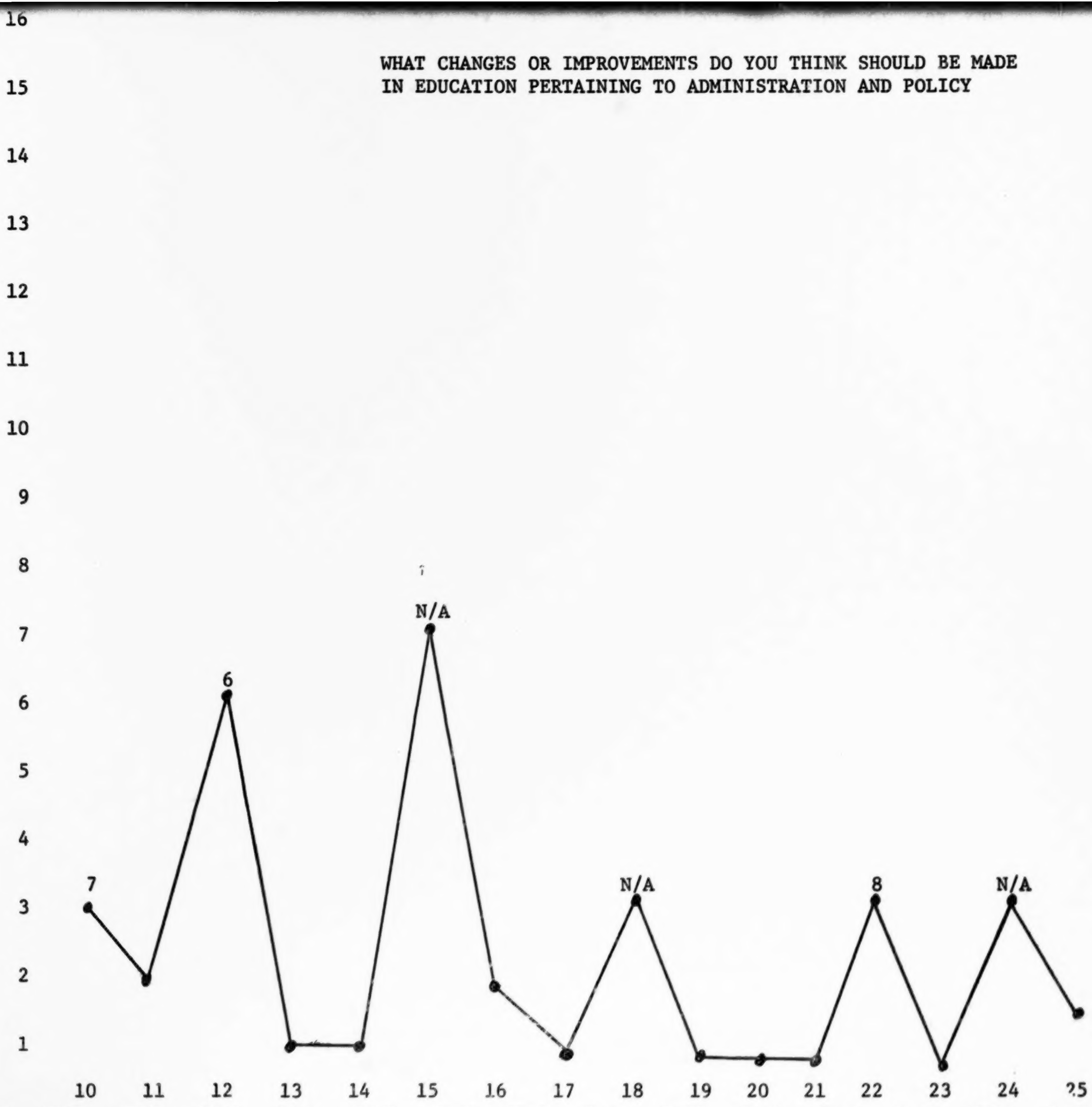
WHAT CHANGES OR IMPROVEMENTS DO YOU THINK SHOULD BE MADE IN EDUCATION PERTAINING TO ADMINISTRATION AND POLICY

Abscissa of code identification

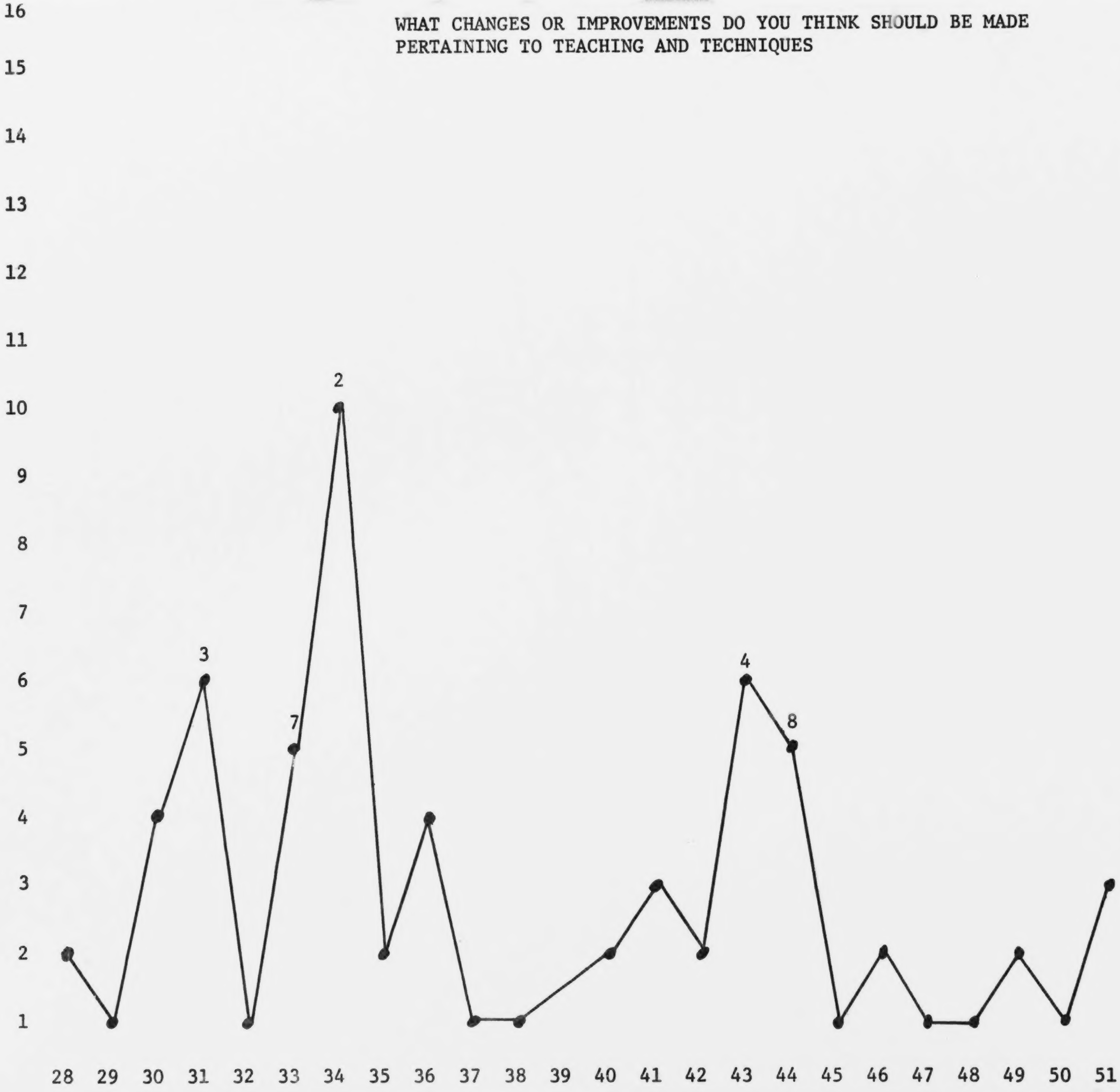
Ordinate of frequency response

Response based on 81 repondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3



WHAT CHANGES OR IMPROVEMENTS DO YOU THINK SHOULD BE MADE PERTAINING TO TEACHING AND TECHNIQUES



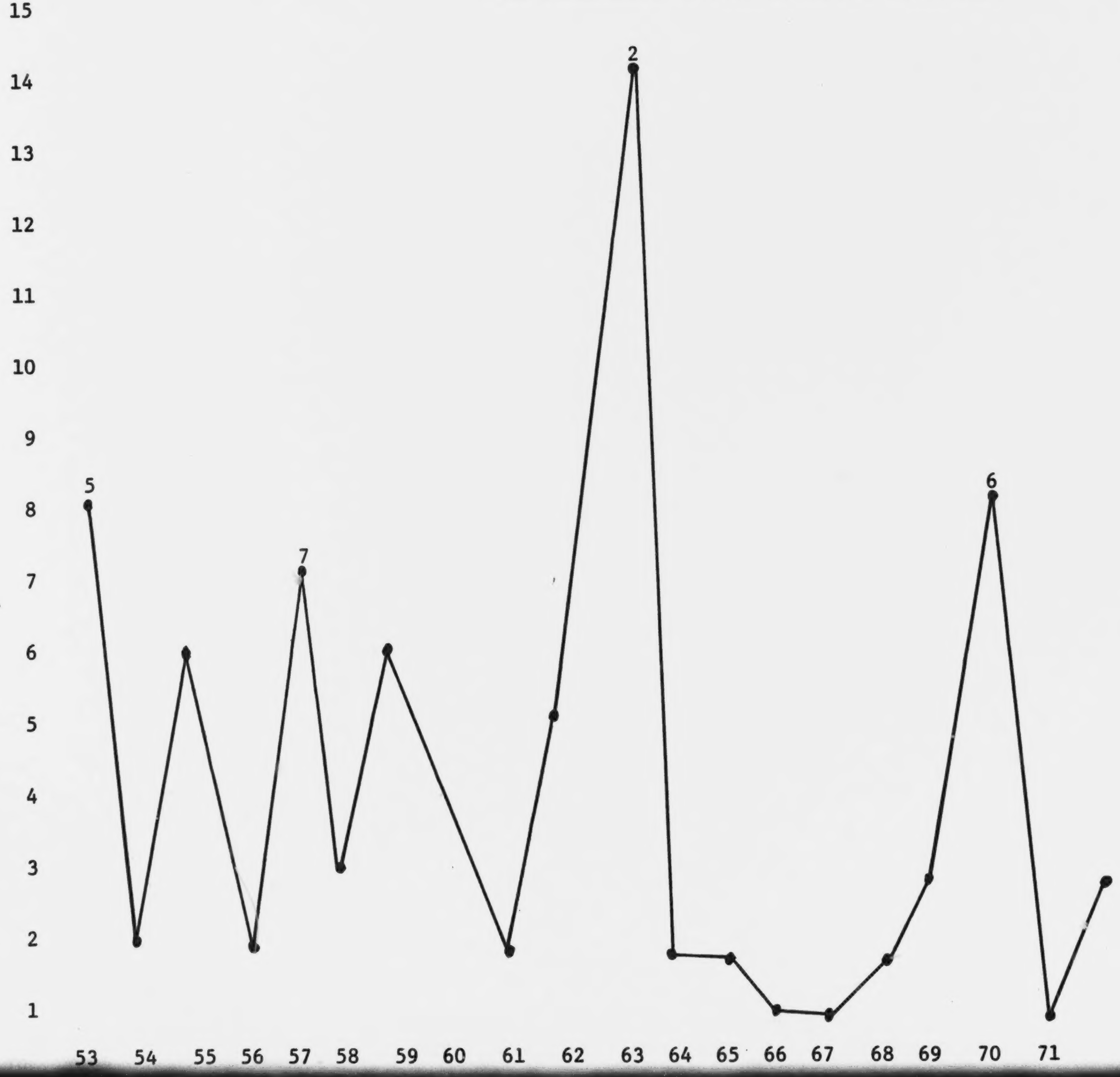
Abscissa of code identification

Ordinate of frequency response

Response based on 81 respondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3

WHAT CHANGES OR IMPROVEMENTS DO YOU THINK SHOULD BE MADE PERTAINING TO CURRICULUM AND FACILITIES



Abscissa of code identification

Ordinate of frequency response

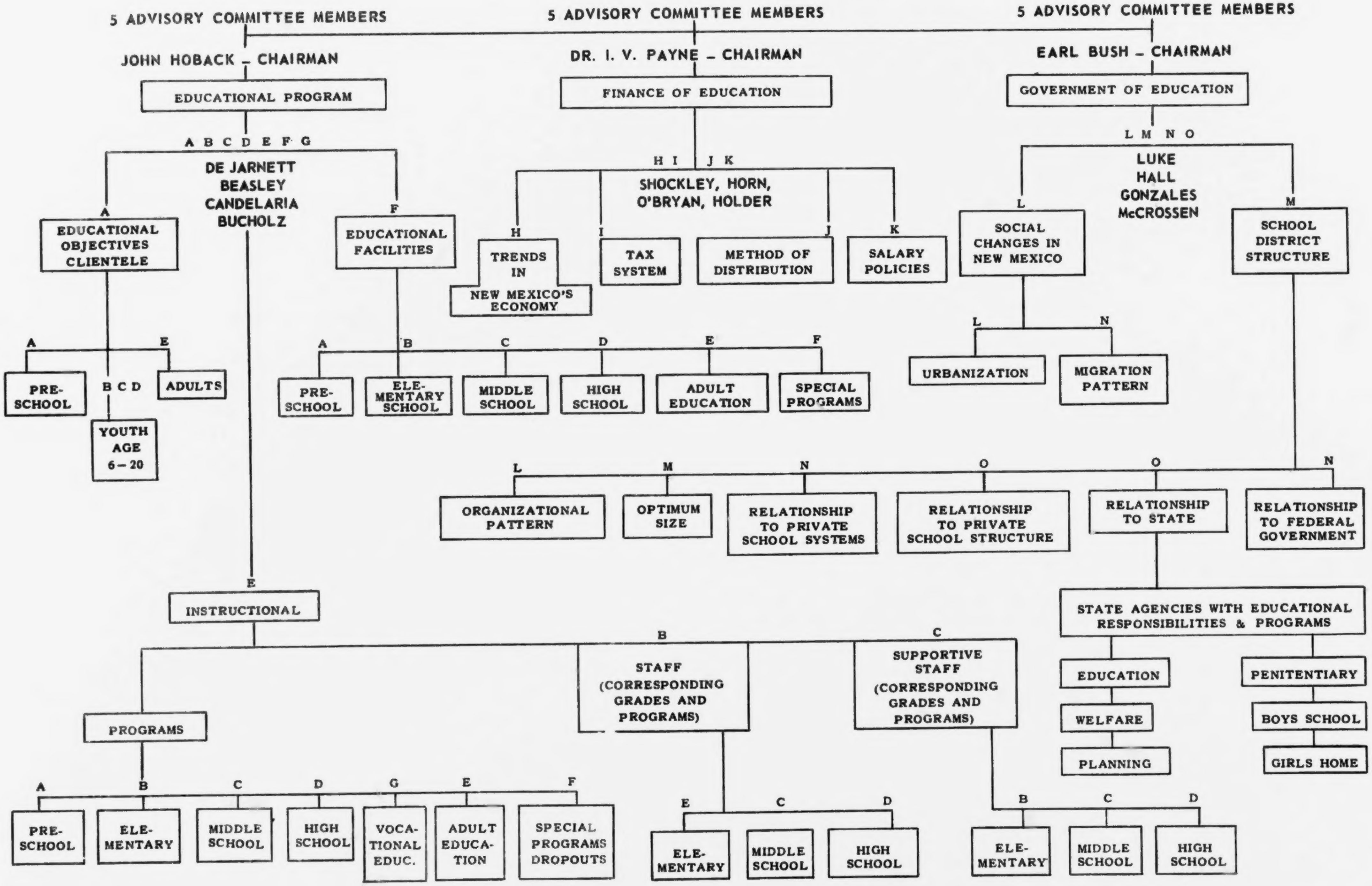
Response based on 81 respondents of a stratified sample with a frequency response of 2.07

Numbers and initials N/A (not applicable) appearing above indicate columns corresponding to number system in accompanying report, page 3

APPENDIX E

ORGANIZATION CHART

DESIGNING EDUCATION FOR THE FUTURE


5 ADVISORY COMMITTEE MEMBERS
5 ADVISORY COMMITTEE MEMBERS
5 ADVISORY COMMITTEE MEMBERS
JOHN HOBACK – CHAIRMAN
DR. I. V. PAYNE – CHAIRMAN
EARL BUSH – CHAIRMAN
EDUCATIONAL PROGRAM
FINANCE OF EDUCATION
GOVERNMENT OF EDUCATION
A B C D E F G
DE JARNETT
BEASLEY
CANDELARIA
BUCHOLZ
H I J K
SHOCKLEY, HORN,
O'BRYAN, HOLDER
L M N O
LUKE
HALL
GONZALES
McCROSSEN
A
EDUCATIONAL OBJECTIVES CLIENTELE
F
EDUCATIONAL FACILITIES
H
TRENDS IN NEW MEXICO'S ECONOMY
I
TAX SYSTEM
J
METHOD OF DISTRIBUTION
K
SALARY POLICIES
L
SOCIAL CHANGES IN NEW MEXICO
M
SCHOOL DISTRICT STRUCTURE
A
PRE-SCHOOL
B C D
YOUTH AGE 6 – 20
E
ADULTS
A
PRE-SCHOOL
B
ELE-MENTARY SCHOOL
C
MIDDLE SCHOOL
D
HIGH SCHOOL
E
ADULT EDUCATION
F
SPECIAL PROGRAMS
L
URBANIZATION
N
MIGRATION PATTERN
L
ORGANIZATIONAL PATTERN
M
OPTIMUM SIZE
N
RELATIONSHIP TO PRIVATE SCHOOL SYSTEMS
O
RELATIONSHIP TO PRIVATE SCHOOL STRUCTURE
O
RELATIONSHIP TO STATE
N
RELATIONSHIP TO FEDERAL GOVERNMENT
STATE AGENCIES WITH EDUCATIONAL RESPONSIBILITIES & PROGRAMS
EDUCATION
WELFARE
PLANNING
PENITENTIARY
BOYS SCHOOL
GIRLS HOME
E
INSTRUCTIONAL
PROGRAMS
B
STAFF (CORRESPONDING GRADES AND PROGRAMS)
C
SUPPORTIVE STAFF (CORRESPONDING GRADES AND PROGRAMS)
A
PRE-SCHOOL
B
ELE-MENTARY
C
MIDDLE SCHOOL
D
HIGH SCHOOL
G
VOCA-TIONAL EDUC.
E
ADULT EDUCA-TION
F
SPECIAL PROGRAMS DROPOUTS
E
ELE-MENTARY
C
MIDDLE SCHOOL
D
HIGH SCHOOL
B
ELE-MENTARY
C
MIDDLE SCHOOL
D
HIGH SCHOOL